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Mary Ross

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In The Survey

MISS BAILEY SAYS:

"I Earned It, Didn't I?"

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SO THEY SAY

I am an incorruptible optimist about the twenty-third century.—*Robert Lynd, Columbia University.*

Let's try to have more legal good things.—*Mrs. L. C. Clark, Brooklyn, to Congress of State Societies.*

Freedom is something which can be had only as individuals participate in winning it.—*John Dewey in New York Times.*

As near as I can figure out, the only thing that maybe isn't unconstitutional is the Constitution.—*Louise Clevenger, St. Paul.*

The Supreme Court now . . . for all practical purposes, is a continuous constitutional convention.—*Senator George W. Norris, Nebraska.*

Generosity will always have its place but not as a substitute for justice.—*Linton B. Swift, director, Family Welfare Association of America.*

The law of the survival of the fittest would be a fine rule if you really knew who was fit to survive.—*Paul De Kruif in Why Keep Them Alive.*

The year of a presidential campaign is a time when mental poise is more needed and less present than at other periods.—*Editorial in The Christian Century.*

Everyone knows by heart that an ounce of prevention is worth a pound of cure, but we believe it only after we are sick.—*E. R. Cass, secretary, Prison Association of New York.*

Our life is filled with unnecessary false illusions, such as the beliefs of equality of birth, political liberty, individual freedom, sex equality, the prosperity of 1929.—*Dr. Ira S. Wile, psychiatrist, New York.*

Generalities are often dangerous, but it is safe to generalize about housing in the United States. One third of the population lives in houses dangerous to health, safety and morals.—*Senator Robert F. Wagner, New York.*

As a nation we have yet to face squarely the problem of maintaining large numbers of people the cause of whose distress is unacceptable to us.—*Dorothy C. Kahn, president, American Association of Social Workers.*

The record of the public is terrible; we have no sympathy with a public that, suffering from an elevator strike, is apathetic to poverty, crime, racketeering and such. If we weren't posted for nonpayment of dues, we'd resign from the human race.—*F. P. A. in New York Herald Tribune.*

The endurance of our traditional form of government will depend in increasing measure upon the quality of expert judgment, tempered with experience, which is available to government, and the willingness of government to accept such judgment.—*Final report of the President's Science Advisory Board.*

I say very seriously that it is better for the unemployed men and women in this country to be unemployed forever than to be occupied in providing munitions of war that are destined to destroy their fellow workers and spread further economic disaster over the civilized world.—*Margaret Ayer Barnes, Chicago.*

It is the height not only of bigotry but also of obtuseness to suppose that one's present understanding is the last word on any subject, or that one can afford to disregard the thought of others, even that which proceedeth out of the mouths of babes and sucklings.—*William Allison Shimer in The American Scholar.*

Whether we like it or not we shall always have some unemployed employables. We shall have to care for them somehow. All national fiscal policies must reckon with it. And until we face it and decide how to handle it, calculations as to budgets of 1938, 1939 and 1940 can only be hopeful guesses.—*Raymond Moley in Today.*

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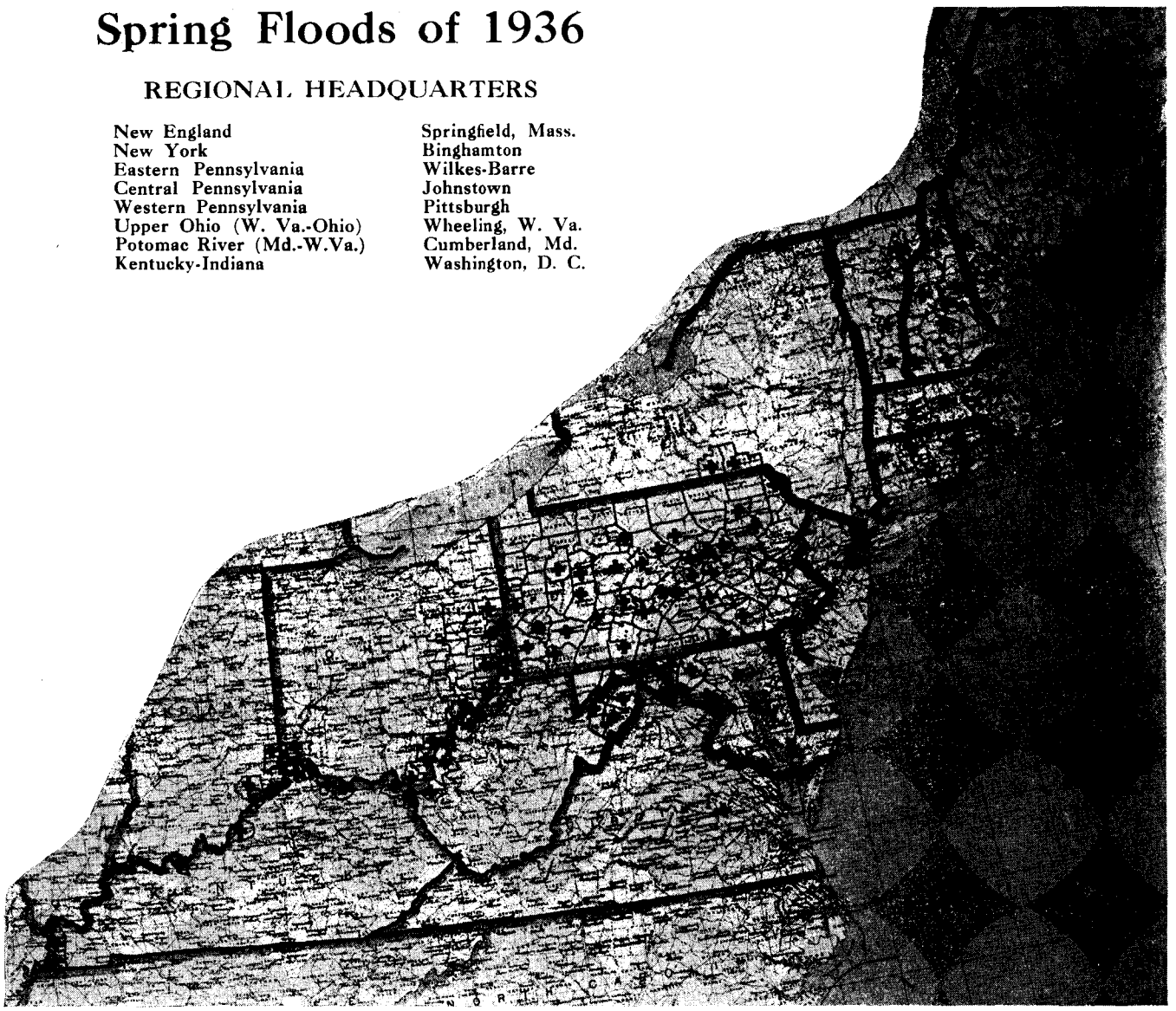
Red Cross Disaster Relief Operations

Spring Floods of 1936

REGIONAL HEADQUARTERS

New England	Springfield, Mass.
New York	Binghamton
Eastern Pennsylvania	Wilkes-Barre
Central Pennsylvania	Johnstown
Western Pennsylvania	Pittsburgh
Upper Ohio (W. Va.-Ohio)	Wheeling, W. Va.
Potomac River (Md.-W.Va.)	Cumberland, Md.
Kentucky-Indiana	Washington, D. C.



Sprawling Spring floods in March brought distress to 100,000 families in twelve northeastern states—the equivalent, say, of all the people in Minneapolis or Buffalo. A dozen river systems have been involved from central Maine to southwestern Kentucky. That is double the distance from Cairo to below New Orleans, where the huge Mississippi flood of 1927 had its way for 600 miles. The drought of 1930-31 covered more territory—farmlands in twenty-three states; but was slow in making its blight felt and Red Cross aid could be handled largely on a chapter basis. In contrast, this year's swift disaster overwhelmed thickly settled industrial districts. Unrespectful of persons and interests, it mussed up cross-sections of our whole American society. In the large, however, it beset workingclass districts which for five years have been subject to unemployment. Thousands of households were thus doubly afflicted; and ARC, WPA and other forces rapidly swung into action.

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IF. . .

"IF industry itself removes the underlying conditions of disemployment . . . *if* the leaders in each industry will organize a common effort to increase employment . . . *if* private employers hire many of those now on the relief rolls . . ." then, says President Roosevelt, in his message on relief, an appropriation of $1,500,000,000 to carry WPA through the fiscal year ending June 30, 1937, "should give security during the next year to those most in need. . . ."

The President figures that some 5,300,000 heads of families and single persons are now dependent on relief, federal or local, for subsistence. Some 3,800,000 are on federally supported work projects, the rest dependent on state or municipal aid. He estimates that he will have at the end of June unexpended balances of about a billion dollars from earlier relief appropriations. The "regular" budget carries $600 million for public works and the CCC. To these sums he would add the new appropriation of a billion and a half, bringing the total for federal aid in 1936-37 to about $3,100,000,000, some $400 million less than in 1935-36.

The President's message made poor reading for the protagonists of large scale relief measures now before Congress—the Frazier-Lundeen bill calling for $5 billion "to start"; the Marcantonio bill calling for $6 billion; the American Youth bill (Benson-Amlie), calling for three and a half billion dollars. It was likewise poor reading for the National Conference of Mayors which, in national and regional assembly, had analyzed the problems of municipalities and had pressed the President to ask Congress for at least $2,340,000,000 to continue the WPA. It was poor reading too for those social workers all over the country who had clung to the belief that the President would recede from his stand against federal aid for direct relief and would come to the rescue of masses of stricken people with no place to turn for help.

TO the 5,300,000 clinging precariously to subsistence, whether through the "security wage" of WPA or the tender mercies of local relief, this must have been a message of despair. It gave no answer to the question, "Will it be I?" which every WPA man asked himself when the order went out from Washington last month to "shrink" WPA employment to three million by June 15—40,000 to be dropped in New York City alone. It brought no vestige of hope to the 280,000 relief families of New Jersey for whose March needs, budgeted at an "irreducible minimum" of $3,415,000, the legislature, after two months of political contortionism, voted to transfer $3 million from highway funds—and refused to look further ahead. It said less than nothing to the 20,000 persons in Jefferson County, Ala., "face to face with the specter of starvation," for whose assistance there were no funds in sight from any source but who continued to come to the relief office and "could not understand why it was closed."

The President said truly that "Every thinking person knows that this problem of unemployment is the most difficult one before the country." His message was in effect an appeal to private industry to help solve the greatest of all his problems. He gave to those "who believe in complete freedom of private control [of the industrial system] without any governmental participation" the chance "to demonstrate their effectiveness by increasing employment."

THOSE who are not sanguine about the capacity of industry to absorb any large part of the 5,300,000 relief population; those who see the realities of human beings behind the uncertainties of WPA and the bitter inadequacies of locally financed relief, must find such hope as they can in the President's final "if." "Only *if* industry fails to reduce substantially the number of those out of work will another appropriation and further plans and policies be necessary."

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Shock Troops and the Floods

By PAUL KELLOGG

CLARA BARTON'S field desk, which she used in the great Johnstown flood of 1889, stands in the Red Cross museum at Washington. In that disaster, when a high dam broke above the industrial communities strung out along a narrow Pennsylvania valley, smashing them and drowning two thousand people, she pitched the tents of her infirmary on a hillside. Seven years before she had organized an American Red Cross and brought the United States into the Treaty of Geneva. It was Clara Barton, also, who promoted the American amendment to the constitution of the international body. That amendment made famines, floods, earthquakes, cyclones, epidemics and the rest, no less than wars, a charge on its concern.

Last month's flood probably brought as much water down into the Conemaugh valley as raged there in 1889. This time, however, no dam had burst; the stage was not so high; and here, as in other flooded districts throughout northeastern United States, there was not the velocity, the concentrated damage and death of that old disaster. None the less, at this year's crest fifteen feet of water covered almost the entire business district of Johnstown; mills and railroads were put out of commission, and well toward ten thousand families were in urgent need.

When last month's floods brought the American Red Cross again to Johnstown there was already a local chapter on the ground. Within twenty-four hours, with rail service cut off, an army flier had landed there—Major R. K. Hoyt, known for his serum flight to Alaska. He brought Robert E. Bondy, chief of the Red Cross disaster staff, to be followed by Albert Evans, whose regular province comprises eighteen uneasy states west of the Mississippi, with their droughts, dust storms and floods. There are a score of members of this permanent staff; back of them are reserves on call made up of twenty times their number of men and women trained in disaster work; back of these are nurses, case workers and executives who can be drafted from other organizations to reinforce the local chapters. In the last ten years there have been four major disasters in which this concentric scheme of succor has been backed by nation-wide appeals for help—two Florida hurricanes, the Mississippi flood and the drought. What occupies the staff in ordinary times? As DeWitt Smith, assistant director of domestic operations, puts it, "There are no ordinary times. We answer from eighty to one hundred minor calls in the course of each year."

With Pennsylvania clearly the worst stricken state, Victor Weybright and I took off in his car from national headquarters at Washington, running up the swollen Potomac and across the ridges to flood waters in the Cumberland Gap. There was snow still on the sides of the Blue Ridge and more in the Alleghenies. Striking north, a detour gave us a glimpse of countless unheralded catastrophies—of Everett, a small one-street town on the Juniata which had been swept end to end by ten feet of muddy water. There we talked with a small merchant who had piled his shoes in a disconsolate heap and was stowing shirts, overalls and other washable things onto a truck in the hope of salvaging them at a laundry. There was envy up and down the street of the one storekeeper whose stock had caught fire and who might get insurance. For the rest it seemed a dead loss.

Their experience was repeated many fold at Johnstown where the whole business district was soggy and smeared with silt, and lines were set by the state police and national guard. Fire engines from neighboring towns were still pumping out cellars five days after the flood. Broken store windows and churned-up interiors were as tangible evidence of the town's dishevelment as were caved-in houses and upset freight cars. Like the big mill corporations, the national chain stores could be expected to look after their own losses. Some scheme of credit, such as Mr. Hoover organized after the Mississippi flood, might take care of intermediate business establishments. The $43 million fund President Roosevelt had released offered hope to cities and counties in repairing or replacing public property. There remained as a distinctive charge on the Red Cross in this flood, to the minds of its executives, the rehabilitation of the small storekeepers, the one-family businesses. Some of them were on the ragged edge of foreclosure when the flood came. Others were going concerns but had lost everything. Negotiations with their creditors and assurance of tools and equipment that would enable them to reopen, would mean for many a new footing for livelihood.

THE thousands of families rendered homeless were, of course, the chief charge on the Red Cross. They called, for example in Johnstown, for twenty-three shelters—schools, lodge halls, churches, where people could be housed and fed; and eleven commissaries where supplies could be distributed. This was the urgent transition stage—to be rid of as soon as possible; as soon as houses could be dried out and food orders instituted. These would not only give the recipients a chance to begin to run their own lives, but would help get the small merchants on their feet. In the meantime there might be occasional abuses. One canny farmer drove in five miles to share in that quality of mercy that falls on the just and on the unjust. But better so, than that some victim of disaster should go hungry before the registration under way was completed. The next step would be to district the city thoroughly; and in the process of giving emergent relief to pave the way for work of rehabilitation. Thus, while a commission merchant whose own business had suffered a loss of $75,000, was handling the burden of supplies for the Red Cross, the city assessor was making a preliminary survey of household damage by wards.

Case work is the key to this rehabilitation stage—social case work for the thousand and one family problems which coil in and out of such a situation, and for budgeting long-run help. Careful estimates are made of the cost of repairs and replacements in each instance, bids are secured, and district committees arrive at an award. These committees are made up of responsible townspeople who know their Johnstown; but the name of the case before them is kept anonymous. Within the budget as set, the beneficiary

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has considerable freedom of choice in what he wants done.

In the Johnstown flood of 1889, Miss Barton's Red Cross unit played only a minor part. Responsibility was vested in a governor's commission; and in thumbing through their old report it is interesting to note that, faced with a far greater local task and without precedents to guide them, they worked through to a final distribution to the "advantage of the more helpless part of the community." There were three classes, regardless of loss and based upon need, who received $1200, $900 and $500 respectively. There were two other classes to whom grants were made based upon property losses under a sliding scale which sharply favored those with least means. The report comments that it was found (thirty-seven years ago) that: "There were so many cases in each class that required exceptional consideration, that it finally became to a large extent an adjustment in each case, based upon many and important considerations."

IN the Johnstown flood of 1936, the hub of activity was the temporary headquarters of the Red Cross on the second floor (the first had been flooded) of the Bethlehem Steel office building. Civilians with one mission or another milled in the entry, while the uniforms of state police, national guards and Boy Scouts gave it a wartime air. The thing which above all others the disaster experts had brought into the community was confidence. Problems which came up with the intensity of novelty and crisis dissolved under their cool experience. They had drawn on the Works Progress Administration for trucks and men; drawn on the State Emergency Relief Board for trained workers who had been laid off; drawn on other state services, city departments and business establishments. As we talked with Mr. Bondy, he had to stop to get a WPA truck driver out of jail in order to release a consignment of needed supplies. The driver had been held up by a young militiaman on post; they had come to words as to their relative importance and the arrest had resulted. It was a dropped stitch in the skein of cooperation and illustrated the human foibles that beset such an emergent muster of efforts; ranging from panic the second day at Johnstown, when the old cry of "Run to the hills" had been raised, to the common run of frictions and misconceptions.

In Pittsburgh the same process was exhibited on a larger scale, with 17,000 families to be cared for whose homes along the river bottoms had been flooded to first or second floors, and some to the roofs. Such areas as McKees Rocks, Woods Run and Sharpsburg had been especially hard hit; churches and lodge halls had been turned into shelters; fifty centers had been opened; 40,000 people were being fed. The Red Cross executives anticipated a prolonged emergency period because many of them could not get back to their homes.

Maurice Reddy, assistant director of the ARC disaster staff, who has been up to his elbows in most of the big assignments in recent years, was sent to the Pittsburgh district; also John D. Cremer, executive secretary of the Cleveland chapter. Headquarters had been provided in the Community Building, making for close cooperation with the city-wide social organizations and the public relief agencies. Several thousand of the heads of families had been thrown out of work; a very considerable proportion of the others were already unemployed. Were they a charge on the Red Cross or on public relief? Karl de Schweinitz, director of the State Emergency Relief Board, negotiated this formula for Pennsylvania: Families outside the flood area but rendered unemployed would be eligible for unemployment relief. Families inside the flood area and already on unemployment relief would continue to receive it, while the Red Cross would be responsible for their household rehabilitation. Families rendered both unemployed and homeless by the flood would for the present fall to the Red Cross.

At Harrisburg, the capitol was at the outset driven by calls from "For-God-Sakers." Mayors, constables, citizens in all parts of the state wanted food, clothing, medicines rushed to their communities. Nearly all localities had local stocks which could readily be requisitioned. What was really lacking was not supplies but communication. Governor Earle who had been in Pittsburgh and Johnstown at the heights of their floods, and with a score of river cities afflicted, moved rapidly to put the resources of the state at the service of the emergency. He organized a coordinating committee of department heads with Col. Augustine S. Janeway as chairman and called on the Red Cross for an experienced agent to serve as coordinator. Cecile R. Kennedy, general field representative for eastern Pennsylvania and Delaware was sent to Harrisburg to keep Washington and local chapters informed of state moves and keep the state administration in touch with Red Cross developments and local situations. This was an interesting and fruitful innovation. Now desks were set up in the governor's reception room and it became a clearance center.

Take the case of Renova, almost completely shut off by the flood and badly needing serum. Word got to the state police; teletype and telephone brought it to the Red Cross; and the conference put heads together. From the highway department—no way to get through except by airplane. From the health department—that none of the serum could be found short of Philadelphia or Baltimore. From the national guard—that it could enlist a navy plane to make the trip. From the department of forests and rivers—that the nearest landing field was at Lock Haven. From the state police—that a motor cop would take it on from there to a point where a militia runner would carry it through to Renova. And through it went. And the WPA and CCC got the plane loose from the mud in which it stuck at Lock Haven.

THERE is an unwritten epic in the work of Red Cross chapters with their spontaneous strength here, their lapses there; with the permanent disaster staff coming in to sustain them and fill in the gaps; with Rear Admiral Cary T. Grayson, chairman, James L. Fieser, vice-chairman, and the able executive group at Washington at their backs. With assurance of redoubled financial support from the public, with a first tally of 114,000 families affected, and with 500 trained workers on the job, not including doctors, nurses and volunteers, the ARC on March 28 recast its working scheme, with sub-areas responsible to regional centers, and these to Washington. (See page 98.)

Clearly the American Red Cross has gone far as an agency for rescue since the time of Clara Barton. The impulse which some of its personnel have given to prevention is not so generally known. With these stricken eastern river cities as a tremendous exhibit, it has an amazing opportunity to throw its weight behind flood control as it has behind many constructive moves in health and hygiene.

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Patients Without Incomes

A Challenge to Public Welfare Administrators

BY MARY ROSS

IN the hard light of recent years the vicious circle of sickness and poverty has been more apparent than ever before to public welfare and relief administrators and to social workers generally. Federal recognition of the difficulties of states and localities came in September 1933 with FERA's Rules and Regulations No. 7 [see *The Survey*, May 1934, page 158], which established policies for permissive use of federal relief funds for care of the sick on relief rolls. Those policies came face to face with widely varying local practices and precipitated almost as many local plans as there are communities. With the subsidence of federal relief, the outlook is for greater local responsibility than ever before for public care of patients without incomes. The cost is too great for the voluntary agencies. Some cities and counties have delegated responsibility for furnishing medical care to their health departments. Much more often it falls or will fall upon public welfare officials.

Both the need and the nature of the general situation were outlined in the resolution of the delegates' convention of the AASW at Washington last February, which declared for a country-wide permanent plan for improvement of health facilities, administered under medical auspices, correlating social and medical elements, and including both preventive and curative measures for acute and chronic sickness.

To show how ten cities have been attacking these problems the American Public Welfare Association has gathered a budget of current information on which the following paragraphs are based. The material, compiled by Florence Weinberg, will soon be published, not as a study but as a summary of present data from rapidly changing situations, to offer suggestions to public welfare and relief administrators facing similar questions here and now. It will be available without charge from the association, 850 West 58 Street, Chicago.

Among the cities studied Boston, Buffalo and Minneapolis made no use of FERA No. 7, because their going facilities for medical service, public and private, could be adapted and expanded to meet the added load of hard times. In Boston the enlarged City Hospital, plus semi-public institutions such as Massachussetts General, Massachusetts Memorial and Peter Bent Brigham Hospitals, provided bed care which was found adequate, in a survey made by the Overseers of the Poor, though outpatient departments were overcrowded. Home care of the sick has been traditionally a job for privately supported agencies, and the Boston Dispensary (established in 1796) supplied almost two thirds of the city's service. The Dispensary's district work combines service with teaching; fourth-year medical students provide a month's service under the direction of a staff of full time salaried graduate physicians headed by a medical supervisor. The cost is about $1.03 per home visit, and in two winter months of 1934 it was estimated that home care to 131 acutely sick patients saved the city two thousand days of hospital care. About 60 percent of the home service is given to public welfare clients and it is felt that costs should be shared or assumed by public agencies. In 1934 the Board of Overseers spent only about $10,550 for medical attendance, medicines and appliances out of a total relief expenditure of more than $11 million.

In Buffalo and Minneapolis, on the other hand, home care radiates from public institutions, the Buffalo City Hospital and Minneapolis General. The former, using part time salaried physicians and supervised house staff members, answers every first call for a home visit made to the hospital by patients or their friends, and by public and private social agencies. If the patient is found able to pay, he is referred for further service to a private neighborhood physician of his own choosing. The City Hospital has a complete outpatient department, including dentistry, where consultations, laboratory service and x-rays are available at need. A credit department establishes a financial rating for all patients, and those able to do so pay part or all of the rates. Field nurses visit every patient who has had two or more home medical visits and make the last call in every case.

At the Minneapolis General, home visits are made by salaried resident city physicians, of whom three are always on call. Every call receives one

PUBLIC welfare work is about to be reorganized (or shall we say organized?) in many localities as the result of the withdrawal of federal funds from relief. What medical care will be furnished by public welfare authorities in the future? By what systems or methods shall it be furnished? No one formula will answer these questions. We know that the extent of medical care, like the amount of relief, has varied widely in different cities and localities, according to their standards, resources, and attitudes. We know that the system under which public medical care for the poor is organized will have to vary also, according to local conditions.

How shall public welfare departments cooperate with health departments? With medical societies? With hospitals? With outpatient departments and other clinics? Whether this cooperation is intelligent and effective will have immense influence over the quality and cost of medical care for the poor.

At this moment, in a rapidly changing situation in different parts of the country, the primary need is that public welfare officials shall recognize that the medical care load is likely to fall upon their shoulders in larger measure than ever before. Recognition of this responsibility will lead to study of the policies and methods through which good medical care can best be supplied.

Director, Medical Services, Julius Rosenwald Fund — MICHAEL M. DAVIS

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visit and further care if the Division of Relief finds financial eligibility. Cases of acute illness which cannot be handled at home, and all maternity cases are brought into the hospital. Ambulatory care is given at the hospital's outpatient department. The city also has a home for chronic and convalescent care, administered by the Board of Public Welfare. The monthly cost of the entire home medical service is estimated at less than that of a hundred days hospital care. Home nursing care is given by the private Visiting Nurse Association.

Denver and Baltimore are the other cities of the group which did not use FERA No. 7 for home medical care. Denver continued a pre-existing county physician service conducted under the Board of Health in connection with the tax supported Denver General Hospital. There apparently is no way to ensure continuity of care by the same physician for a given case. Nursing service is purchased by the Board of Health from the VNA on a fee basis. Emergency dental care was worked out under No. 7 on a fee basis by arrangement with the Dental Association.

Baltimore's Department of Public Welfare has had for many years a small list of physicians who receive one dollar for a home visit in emergencies only. The visits are few in number. Nursing care is given by the private Instructive Visiting Nurse Association and by health department nurses. Public and other hospitals are considered adequate for care of acute illness, but the voluntary hospitals, which carry the major load of outpatient service, are staggering under the burden.

The cities which did establish home care under No. 7 include New Orleans, New York, San Francisco, Chicago and Pittsburgh. New Orleans had not had city physicians previously and under No. 7 used private physicians on a fee basis to give home care for the first time. That service stopped with discontinuance of the emergency relief program and no way has yet been found to fill the gap. A state supported hospital, supplemented by some care in two medical centers, provides bed care for indigents. The city makes some contribution to the nursing service of the Child Welfare Association, and a WPA project provides further nursing service for bedside care of relief clients.

NEW YORK CITY, previously inhibited by its charter, started in December 1932, under TERA, the system of medical care on which, in large part, the FERA policies subsequently were modelled. Administered by the Home Relief Bureau, the service is available to all relief clients and to those on WPA projects for whom supplementation is necessary. Medical service is given by private physicians from a panel of 4700 from whom the patient chooses; if he has no choice, physicians are assigned in rotation. Care of both acute and chronic illness now is included. Visits must be authorized and are limited in number; physicians receive two dollars a visit. No payment is made from relief funds for hospital, clinic, or outpatient service, or physicians' services in such institutions. Hospital care is provided in the general and special institutions under the municipal Department of Hospitals and in service purchased of voluntary hospitals. The public hospitals registered nearly two and one half million clinic visits in 1935 and the uncompensated outpatient departments of voluntary hospitals about twice that number. Bedside nursing for sick relief clients is purchased from the voluntary nursing services at one dollar a visit.

Chicago long has had a county doctor system for home care of the sick poor, which still functions for those not on public relief. Private physicians, under civil service, are under contract to give care at $1.50 a visit. This service was supplemented under No. 7 by a panel of private physicians under which arrangement large sums have been expended from federal and state relief funds on behalf of relief clients. State and federal funds, administered by the Cook County Relief Administration, also have been used to recompense private dentists, clinics, and nursing organizations for care of relief clients. State funds have been used to purchase bed care in the nonprofit hospitals for clients overflowing from the Cook County Hospital.

IN Pittsburgh, also, a dual system has been tried for home medical care; continuance of the part time, salaried city physicians formerly maintained for the indigent sick and establishment of a panel of private physicians, paid on a fee basis for care given to relief clients. The voluntary hospitals, which carry most of the care of acute illness and of outpatient service are not recompensed. Hospitals receive some state aid, but it has no relation to free care provided.

San Francisco established a plan unique among this group of cities in the form of a Central Medical Bureau with a permanent, part time, salaried medical director and staff of more than sixty physicians and dentists who alone are authorized to receive payment for care of relief cases in San Francisco County. This Bureau houses under one roof, near the city's central shopping district, a main clinic, outside clinic referral department, a home care department, dental and prosthetic department, and a department for examinations for work placement. The total cost is $20,000 a month, of which state and federal governments pay $18,000 and the city and county, $2000. The Bureau's services are open to the sick on the relief lists, including 70,000 "employables" supported by federal and state governments and 5000 "unemployables" who are the charges of city and county. The eight staff physicians visit patients ill at home, while bed care is provided at the City and County Hospital. Nursing care is furnished by the private nursing organizations. At need, patients are referred to clinics of the voluntary hospitals, which are recompensed at a per visit rate. For the sick poor not on relief the city physician makes home visits.

If any pattern can be traced through this welter of differing community practices, it is, on the one hand, the cities' awareness of gaps in their service to the sick poor and, on the other, the overwhelming load under which the individual physicians and voluntary services, especially hospitals, have been staggering. The unremunerated work of physicians in clinics and the lack of payments to hospitals and clinics under FERA have been knotty issues, unsolved in many communities. So, too, the correlation of home and hospital care, essential for effectiveness of service and economy, the need for supervision of large numbers of persons working under an unaccustomed plan, and the relation between a panel of general practitioners and needed services of specialists and diagnostic equipment. A foreword to the APWA report points out that facts still are lacking on which to base judgment as to the relative costs or medical and social effectiveness of these various types of practices. Their very differences underscore the need for immediate local study and action.

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Rural Training for Rural Workers

By HERMAN M. PEKARSKY

Director of Social Service, Welfare Relief Commission, Kent County, Michigan

THE weakness of rural social work is one of the several disturbing realities of the American scene exposed by the operations of the FERA. When that many-tentacled organization reached into the remote and obscure places of habitation it found not only need for social ministrations of every stripe and color but, more serious perhaps, a complete lack of local awareness that anything much could or even should be done about it. For two years in the face of local lethargy and sometimes open opposition, the FERA pushed steadily for decent standards of relief and of personnel. To a considerable degree it developed personnel reasonably competent to meet the demands of the emergency job. It could not and did not undertake to train highly skilled social workers.

Now the federal pressure for standards is gone, but the real job remains, requiring not only the best technical skills of social workers but the capacity to interpret and to develop pressures from within the community, without which the job cannot be done. What rural social work needs more than anything else right now is the right kind of people on the job. At present they are too few for the need and for the opportunity that is at the doorstep. Josephine Brown has enumerated at various times the prerequisites for the right kind of rural workers. They must have ". . . outgoing personality, insight, and vision . . . good judgment, common sense, patience, a sense of humor, sound physical health . . . not only the highest type of training but the most exacting personal qualifications."

Now these are the prerequisites of the ideal social worker everywhere, city or country, and of course so far as pure theory is concerned there is no difference between rural and urban social work. But I submit that the plunge of the past two years into rural conditions has shown us that in reality there is a difference, a difference not only between city and country but between one section of the country and another, and that the pattern of accepted social practice, developed as it has been under urban conditions, does not fit the present rural scene. One of our weaknesses these last years has been the effort, sometimes a little frantic, to fit the urban formula to rural conditions and to try to make the rural mind accept it. And so to Miss Brown's foundation qualities for the rural social worker I would add a further stone: a native philosophy indigenous to the soil. In other words I would recruit rural social workers from rural people, from those born on the soil, with an innate respect for the man who lives by it, and, except for general philosophic background, I would relate their training as closely as possible to the type of rural area in which they will probably work.

That is what we are trying to do here in Kent County, Mich.; trying to develop a training program—of necessity on the job—that will better the workers for the immediate relief task and at the same time prepare them for the broader undertakings of rural social work in this section. We conceive of our program in the form of two major, definitely related cycles. The first embraces grounding in the implications and practice of family case work, with emphasis on relief as a case work process. It is followed, after completion, by the second cycle which deals with the rural community, its resources, its problems, its strengths and weaknesses, relating the subject matter of the first cycle to the discussions of the second. The whole program is preceded by general discussions of social work as a profession and of professional ethics and advancement.

The subject matter of the first cycle is divided into four sections:

Job analysis. An evaluation of the purposes, theories and mechanics of intake; continuing contacts with emphasis on the continuity of relationships established at intake; completion of investigation—home and collateral calls, available records; treatment function of referral to other agencies.

The interview. Analysis of types of interviews, their content and technique; the sociological and psychological problems of interviewing, such as illusions, memory, suggestibility, social philosophy and so on.

Records. Purposes and content of the record and forms and mechanics of recording.

Modes and patterns of behavior. Significant theories of personality and their contributions to the understanding of social relationships; analysis of the personality and philosophy of the case worker, her prejudices, resistances, attitudes; mental hygiene for the social worker—the relation of a well-rounded personal philosophy to the strains and demands of the job.

This in brief outline is the groundwork in which we believe the special skills for rural work should be rooted. We propose that each worker should spend two months of the year in each section, with the job she is doing geared into the subject matter of her study.

THE second cycle is less clearly plotted than the first and has less accumulated experience behind it. Its implementation probably will be determined somewhat by trial and error. But at least we know what we are aiming for—a thorough understanding of the rural person, and of the way his mind works under the conditioning of his environment, his economic position, his social organization, his community life. The subject matter of this part of the training course would differ with different sections of the country, but there are, it seems to me, certain essentials which can be outlined. There should be, first of all, study of the history of the particular region, its economic development in relation to its natural resources and the influence of both on the influx of certain ethnic groups in its population. With this should go detailed study of the social institutions of the region and the small communities —the grange, rural school and church, women's organizations and so on—in relation to ethnic groups and their predominant occupations.

In analyzing social and educational resources, local, state and national, emphasis should be given to the place in the whole rural community of the county agricultural

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and home demonstration agents. The state agricultural college and the U. S. Department of Agriculture, through their extension services and publications, are resources with which the social worker needs to be thoroughly familiar in the interest of the clients. So too are the various special agencies of government recently set up—the Farm Credit Administration, the rural electrification program, the Resettlement Administration and all the rest. The rural worker needs also a working knowledge of farm management, farm economy, marketing facilities, the relation of soil productivity to types of farming and standards of living, and of farm resources to family budgets.

But all these things, important as they are, are not enough. The rural worker, if she is to be more than an automaton, must understand the rural person's psychology —why he thinks the way he does, and the influences that shape his attitudes. She must understand the pressure of local *mores* in shaping individual conduct and family life and must be aware of the potentiality of local personalities —the minister, the successful farmer, the political leaders of various persuasions—in influencing change and progress. She must learn to see the rural client as a human being with his own prides and resentments, his own strengths and limitations, and to deal with him in terms of his own outlook.

Rural social work, if it is to go forward, will have to break down, in many places, some of the local attitudes developed by relief activities. Mary Irene Atkinson has truly said, "The story of how many rural communities have been improperly conditioned because the case worker was not qualified either by training, experience or personality for her task will be a sad story when it comes to be written."

It seems to me that one of the most promising aids for the social worker in overcoming antagonism and gaining the respect and confidence of the rural community is a recreation program. And so I would add to the equipment of the rural worker a knowledge of the principles of group leadership and of the adaptation of recreation to the rural scene, preferably in forms and through agencies already accepted by the community. We have had a first hand experience in this line in Kent County. In one of the districts the relief recipients were stigmatized and completely ostracized by the rest of the community. A leisure time program developed by the worker was successful in breaking down this antagonism and bringing the community together on a simple basis of neighborliness and common interest.

As I have said before, the implementation of this second cycle of the training program for rural workers remains to be tested by experience. In the last analysis its success in terms of results in the rural community will depend on the personality of individuals. But I am firmly convinced that its chances are improved if the training is imposed on actual experience in the realities of rural life. I am convinced too that rural social work must build from the strengths of rural life and follow the line of existing rural institutions, section by section. I do not believe that the pattern of urban social work can be laid on the rural community and be accepted by it, and I believe with Eduard Lindeman that, "Social work, if it takes its cue from the few values conserved in American rural life, will be of and by, not for, the people in need of adjustment."

When Social Workers Talk Shop

"Words," says Webster, "are units of discourse." *The Reader's Digest* carries a telling page, Towards a More Picturesque Speech, with pithy and colorful quotations from the great or near great in the field of letters, and the query, "How else would you say it?" Let's turn the tables and single out units of discourse through which social workers convey thought.

"The We Feeling"

Phrases listed below were gleaned from the utterances during the past several months of some of our best group workers. "How else would you say it?"

The temptation to verbalization
A face-to-face primary group
Social instrumentalism
Compartmentilization
Authoritarianism
The group compeller
Group-for-action situations
Activity as a meaningful unit
Social self-realization through guided corporate activity
Consummatory activity
General configuration of activity patterns
A substitutionary device for action
Terms of aggregation or compresence
Exponential leadership
Concept of differentiated participation
Group-case work concept
Case-group work concept
Concept of process
Articulated concepts
Integrated concepts
Interpenetration of concepts
Conceptual integration
Organizational integration
Thinking integration
Integration of the individual emphasis
Integrated loyalties
The differentiated approach
The coordinated approach
Learning situations
Skill and insight
Insight and skill
The principles of creating readiness
Objectified group data
Constant adjustive effort
Guidance in adjusting effort
Objective manifestations of behavior
Our growing point
Environmental experience
The evaluative dynamic
Concomitant emotional attitudes
Observational tools
Social facilitation
The "we" feeling

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One Kind of Security

By EUGENIA SCHENK

Director, San Francisco County Welfare Department

MANY different things have been known to result when those people called clients organize. When clients of the San Francisco County Welfare Department organized themselves into Social Security Clubs, they found a brand of social security—perhaps not that contemplated by framers of security legislation but real and important nevertheless. The mainsprings of that security are in the contacts and activities of the clubs and the friendly participation of clients with staff in discussion of welfare department policies. Thus there is the reassurance of problem-sharing as well as of social contact with others in the same boat.

Each of the three organized groups calls itself a Social Security Club, specifying the division of the department—Old Age, Blind or Widows—of which the members are clients. Any client of a division is eligible to membership, subject to the simple rules which the organization itself makes. While the staff of the department gave some impetus to the original organization of the clubs and still gives them a degree of leadership, the groups go along increasingly under their own steam, determining their own organization policies and developing their own club activities. Members of the staff are usually present at meetings and participate in discussions. There is and always has been a complete candor between staff and clubs. Membership in the clubs is not yet impressive in relation to the whole number of clients but it is growing and expansion is anticipated as leadership develops.

Active organization of the clubs began in 1932 among clients of the Aged Division of the department, when the liberality of the state's old age security allowance—then experimental—was threatened. But the real genesis of the movement was the welfare department's long time ideal of cooperative endeavor between staff and clients. Clients and social workers were accustomed to thinking of each other and consulting each other as co-workers for common aims. The clubs, as they were organized, considered themselves a kind of board representing all who received state and county aid.

THE Old Age Division had a nucleus of leadership in clients who had been men and women of affairs in their earlier years but who now felt that life had closed in on them, leaving them little or no outlet, nothing to do and nothing to give. Thus, the seeds of the Social Security Club, with its opportunity for action, found fertile ground. The immediate activity which appeared most useful towards the purposes of all concerned was a sort of voluntary guinea-pig project, whereby club members would collect evidence of their legitimate needs by carefully recording their expenditures for definite periods.

When San Francisco's budget-making time arrived the Club had available a solid block of evidence, the penny by penny expenditures of its members, to support the department's request for an increase in allowance to the aged—$2.50 monthly on a $25 allowance—in line with increased costs of living. The president of the club attended the budget hearings, presented his evidence to the mayor and the City Fathers, and when the increase was granted tendered thanks in the name of the club for the city's recognition of the needs of the aged.

Following the lead of the old people, the blind and the widowed mothers receiving allowances organized within the Social Security Club. As pioneers and leaders, the Old Age Division often acted as advisers; at the time, for example, when the Blind Division flirted with the adoption of the side-stepping name of Eye Conservation Division and suggested a similar euphemism for the Old Age Division. Members of the Old Age group reacted promptly and unfavorably. If they were going to work for themselves, and for other old people who might follow them, no name connoting less than a frank recognition of their problem would be effective, they said. The Blind Division saw the logic of this, decided to face realities frankly and adopted the realistic name for their own situation.

THROUGH the efforts of the organized blind some degree of unity and harmony is emerging from a difficult situation regarding the law governing aid for the needy blind. In this group, the primary source of dependency may be blindness or old age. Thus, the large difference in the maximum assistance provided by law for these two types of dependency produces considerable dissension in deciding individual cases. Through its legislative committee, the Social Security Club, Blind Division, has studied these difficulties and lent support or opposition, as expedient, to proposed changes in the laws.

Members of the Social Security Club, Widows' Division, have turned, as natural specialists, to family budget study. Working on a budget put out by the University of California, they have subjected it to the most searching of tests—practical experience. After trying it out, they reached the conclusion that at prevailing living costs this budget was too stringent even for the most economical manager. One of their most serious objections was that it pre-supposed as unavoidable a certain shabbiness. Now, say the widows, while an unemployed family may have to be shabby for a time, ultimately, when work comes back, the family will refurbish itself. But the widows have a long pull, and while accepting the necessity of managing with the closest economy, they believe the psychological effect of habitual shabbiness on children to be so bad that it must be avoided, if at all possible.

The Social Security Clubs have also their lighter aspects. Not all the meetings are given over to the discussion of problems. There are parties, warm and friendly, with plenty of opportunity for latent talent to show itself. The Old Age Division sends each of its members a birthday card—a much appreciated attention. One old man practically wore his card out displaying it—it was the first time for fifty years that anyone had noticed his birthday. An old lady of eighty-four, an artist, is giving lessons in

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water colors to a fellow club-member of seventy who has always had a yearning to paint. There is a constant exchange of little helpfulnesses between all the members, with the comfortable sense of "belonging"—a new experience to many whose lives have been meager—exerting its universal appeal. The members of the Widow's Division are particularly receptive to organization, with its opportunities for discussion, educational self-betterment and escape from loneliness.

Out of the club members' active sense of participation in projects of the department with which their own interests are allied has grown, naturally, a special set of ethics. From the Old Age Division, for example, came an old fellow with a confession that he had been pinching $3 off his monthly food budget in order to rent a room with a bathtub—making $15 a month rent instead of $12. He feared that this would sound exorbitant—but he did not feel right about having his budget recorded not quite accurately. A similar evasion was practiced and confessed by a member of the Widows' Division, who just had to have a new coat and had pinched it out of various items. The Department advised, with true professional integrity, that "budgets would have no value unless they were founded on actual experience." In the Blind Division, opposition developed when one of the members, who operates a one-man band, sought group pressure to help him get free advertising for his talents. The chairman of the legislative committee of the club, a blind lawyer, suggested that "many seeing people are as hard-pressed as the blind and we should hold ourselves free from the charge of trying to grasp everything within reach for ourselves."

The results of this particular form of client organization are apparent not only in the lives of the clients but in their relationship to the department and to the community in general. The clients themselves find in it not only a congenial social outlet, but a dignified medium for putting their thinking and experience before the staff and the public. Constructive group proposals, backed by the record of actual experience, have gradually been substituted for individual emotional reactions. Little by little the clubs are making themselves felt in the community as zealous interpreters of public welfare work, whose interest is unflagging but whose possibilities as interpreters most agencies, with real loss to themselves, continue to overlook.

Twenty-Five Years Ago in *The Survey* April 1911

THE tragically inadequate protection of New York factory employes, revealed by the Triangle Waist Company fire on March 25, which cost 145 lives, mostly young girls, horrified the country and instantly aroused public demand for safety provisions and adequate factory inspection laws. In New York a Committee on Safety was formed, its secretary, Frances Perkins* of the New York Consumers League.

**Now United States Secretary of Labor.*

THE League for the Improvement of Children's Comic Supplements, Percival Chubb, chairman, held its first public meeting in New York.

"A REFORM measure, giving promise of results . . . is the law to license and regulate public dance halls which has just gone into effect in New York . . . epoch making in the history of public amusement resorts."

"AMERICA has not responded with quite the usual generosity to the appeal for sufferers from the famine in China."

THE New York Court of Appeals declared the state workmen's compensation law unconstitutional in a decision that blocked appeal to the U. S. Supreme Court and necessitated an amendment to the state constitution* before compensation legislation could be enacted.

**The amendment was adopted in November 1913, and the present law enacted in January 1914.*

"I BELIEVE the first great need in social work in Pittsburgh is for the people engaged in it, as also for others, to get at the root causes of social misery and remove them. . . . There is great need for all social workers uniting in a solid body to oppose those forces of evil that are each day rendering ineffective the work which they are doing."—William H. Matthews*, head-worker, Kingsley House, Pittsburgh.

**Now director of the family welfare department of the New York AICP; recently director, New York Emergency Work and Relief Bureau (Gibson Committee).*

"THE annual report to the legislature of the State Board of Charities of New York demands once more a farm colony for tramps."

THE Illinois legislature was considering a bill to abolish the public drinking cup.

GOVERNOR Woodrow Wilson of New Jersey addressed the opening session of the State Conference of Charities and Correction. "Your quest of justice will lead you to the confines of politics."

"THE fifteenth annual meeting of the American Academy of Political and Social Science . . . was given over to the discussing of work risks in modern industry. Subjects were prevention—with an exhibit of safety devices—liability and compensation and state insurance, the last broadening into the topic of social insurance in all its aspects."

THE New York School of Philanthropy announced that the Kennedy lectures would be given by Prof. Frank J. Goodnow* of Columbia University on the subject, Social Reform and the Constitution.

**President, Johns Hopkins University, 1914-29.*

"THE National Conference of Jewish Charities has inaugurated a movement to check wife and child abandonment through a central agency known as the National Desertion Bureau."

"THE most stubbornly contested measure before the Indiana state legislature was the child labor bill . . . passed at the end of the session."

THE Chicago Vice Commission reported a nine-month investigation in fifty-two large cities. "In many conditions were found to be worse than in Chicago, in some they were better."

WILLIAM M. LEISERSON,* "expert on unemployment for the New York Commission on Workmen's Compensation and Unemployment," was appointed librarian of the reorganized Municipal Library Department of Milwaukee. "The first duty imposed on Mr. Leiserson is dealing with the question of unemployment. He has arranged a plan involving the cooperation of the municipality with private associations."

**Chairman, Ohio Commission on Unemployment Insurance, 1931-32; now chairman of the National Mediation Board.*

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"I Earned It, Didn't I?"

BY GERTRUDE SPRINGER

> *Miss Bailey Says . . .*
>
> *Here we go breaking willing young backs by overloading them with responbility. Consider, for example——*
>
> *The boy of 20 who stood by his widowed mother and five younger children through two years of budgeted work relief but gives up and leaves home under the hopelessness of maintaining them on his $55 security wage.*
>
> *The youth who wants to get married on his WPA wage, the only "security" of his step-grandmother and two elderly aunts.*
>
> *The young husband who doubled up with his wife's relations before they had to go on relief and now must support both families on his security wage.*

"SURELY not Harry Johnson!"

"Yes, Harry Johnson," said Miss Tucker. His mother had just shown her the note he had left on the kitchen table. He couldn't take it any longer, he said, and they'd all be better off if he lit out.

Miss Bailey didn't need to look at the record to remind herself about young Harry Johnson, his widowed mother and her fatherless brood of six, including two pairs of twins. Anyway the record had been closed when Harry, at twenty, had been transferred to WPA as the head of his family. Two years before, Harry had slipped the leash that held him to responsibility, and Miss Bailey well remembered the long patient arbitration which finally brought him back from the sordid lodging house where he had taken refuge from the exactions of his family. A room of his own, he had demanded, with a door that locked, and $5 a week of his work relief wage to be all his own and no questions asked. The real issue, as Miss Bailey saw it, was that Harry was attached to his mother and wanted to stand by her and the younger children, and it was important for all of them that he should. But he couldn't—what boy of his age could, Miss Bailey wondered—unless the circumstances of his daily living were made a little more endurable.

Anyway Harry had come back and for two years had stood by his guns. Ten dollars of his weekly $15 work relief wage had been given regularly to his mother. Home relief had supplemented with rent, milk and clothing and the family had held together.

Then came WPA, and Harry, as the employable member of his family, had been put on a security wage of $55 a month and all supplementation cut off. Miss Bailey had had no news of him since, but he had been to see Miss Tucker twice she reported, and with cold hard figures on the back of a grubby envelope had shown her what she already knew—that seven people couldn't live on $55 a month. "And where do I come in?" With $5 a week to call his own he'd been glad to work and help Ma keep the kids in line. But now, with not a nickel for himself and the kids practically starving besides, what was the use? They'd be better off on relief and he knew a fella who was heading for California where he heard there was plenty of work for a husky guy.

Miss Tucker had not been greatly surprised when Mrs. Johnson brought the bad news of Harry's departure. Now, she supposed, there was nothing to do but reopen the case for direct relief—a pretty big budget it would have to be, even with recent parings down. To have given Harry a hand with the load would have been less expensive in the long run. That was clear.

"The long run." Miss Bailey turned over the words in her mind as she reached for the buzzer to call her secretary. What was the long-run objective of the community for this family? Obviously self-support and decent standards of personal and community responsibility. What was the long-run objective of the family? Exactly the same. What was the soundest foundation on which to build that objective? The strength of the family itself. What was the strongest element in the family? The willingness of the oldest son to accept responsibility.

"And so," she told herself, "we overload him till we break his back. We deprive the younger children of his guidance and of the subtle influence of having an earner in the family. We thrust these children and their mother into complete dependence for years to come. We drive the boy out to the hazards of irresponsible catch-as-catch-can existence on the road, and we, as a community, take on a financial responsibility which the boy would willingly have shared but which he could not carry alone.

"HOW does that old rhyme go 'For lack of a nail a shoe was lost, for lack of a shoe a race was lost . . .' Well, unless I'm much mistaken a good many races are being lost right now because we haven't sense enough to put in a nail. Don't talk to me about the long run, or the short run either. What we need is a good hard look at the whole run—and that is something we apparently won't do."

The problems of boys and girls overloaded with family responsibility are not new to relief workers. They knew them well in the early days of mass relief. But out of experience most of the organizations developed policies by which young people in relief families kept a small share of their earnings for their own purposes whether from work relief projects or regular jobs. Experience demonstrated that in the long run it did not pay to try to force a boy, or a girl either, to put every nickel he earned into the family budget. Sooner or later he either went sour on the family or walked out altogether.

Now, under WPA, the same problems are back again, but complicated by rules that have no flexibility for particular situations which their very rigidity often precipitates. What is more the youngsters of 1936 are not as tractable as those of 1931. They have seen the system at work and a good many of them aren't having any of it.

"Most young people nowadays are willing to take what they consider a fair share of the family load," says a city supervisor, "but they are not willing to let themselves be destroyed. We sympathize with them but sometimes in

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protecting themselves they rush into more serious danger than they leave behind. Take our Addie Carter for example. Addie was sixteen when she and her parents came on relief. She wasn't interested in school, couldn't get a job and last year, though she continued at home, fell into pretty shady company. When WPA came along Addie was the most employable of the family—the father is half crippled and the mother half blind—so she was placed on a sewing project. Apparently she buckled down to her responsibility and made good. Then out of a clear sky a hitherto unheard of older daughter turned up with a baby and no visible marriage lines. Addie's wage, stretched from three mouths to five, left no margin whatever for Addie. She flared up and got the whole family by the ears. We are trying to keep out of it, but Addie won't let us. If she could have even $2 a week of her wage for herself she'd stick to her guns, and sticking is what Addie needs most awfully just now, for her own sake if for no other. The sister devils her with brags of what she would do if it wasn't for the baby, the parents are distraught and helpless and Addie's old gang is still going strong. She says that unless something happens pretty soon she's through, that her girl friend has a furnished room where she can sleep and that she'd rather take her chances than go on this way. If Addie clears out, as she probably will, the family will have to have relief and what will become of pretty feather-brained Addie is as plain as the nose on your face. What burns us up is that we know how to save that situation, or at least to hold it steady till time gets a chance to work. But our hands are completely tied by the rules."

IT is not only too-heavy responsibility that is breaking down young morale but, in a growing number of cases, responsibility that is lodged where it does not belong.

"The rush of WPA transfers and the eagerness to get jobs let many people with loose family ties into situations that they cannot support," says a worker in a Mid-West city. "I am thinking of young Bill Carson, just twenty-two, who when he had a job, boarded with his step-grandmother—not eligible for old age assistance unfortunately—and two elderly aunts, chambermaids in a hotel. Between them they kept the grandmother going. Then one by one the jobs folded and last year the household had to go on relief. When WPA opened up, Bill cheerfully took on "head of the family" rating in order to get a job, without in the least realizing what he was letting himself in for. Now he wants to get married. His girl has a job and with his security wage they could get by. But what about the three old women? His wage is their 'security' as well as his, and the only way he can get clear of the obligation is to run out on it. Then he'd lose his job and they'd all be back on relief, just where they started from. And his girl won't marry him unless he has a job. Bill is willing to give $5 a week to his 'family' but he can't see why he, who has no legal responsibility, should swing the whole load. 'It's my job isn't it?' he says. 'I do the work and get the money. Then why can't I decide how to spend it?' The fine line between relief and wages has completely confused him—he isn't alone there. But his only escape from an intolerable responsibility is repudiation of all responsibility—not so good a solution for a boy of twenty-two.

"What can we do about Bill Carson? Not a thing but stand by and be ready to pick up the three old women when Bill steps out from under, as he surely will. Of course it would be better for Bill, the old women and the ultimate taxpayer if we could team up with him on the load. But no can do."

It is not youth alone that is cracking up under the overload of misplaced responsibility which the vast mechanism of WPA has put on it. Other family relationships are being put to a strain which they cannot sustain. In fact, whenever the employed member of a family is not its legal head, difficulty if not breakdown seems almost inevitable.

"We are reaping now the harvest of the doubling up of families that went on before and under relief," says a supervisor who has been through the battle from its beginning. "Such mixed family units are not too good at any time, but relief brought no such trouble as comes in the door with one thin wage to cover two families. The Goldeys and Kents are a good example. Jim Goldey, a none too husky shipping clerk, lost his job about the time his father-in-law, Joe Kent, lost his. Both families had some savings so—to stretch them out—Jim, his wife, Mary, and the baby moved in with the Kents and their two half-grown boys. It was all right as long as the savings lasted, and even after relief came in. It wasn't very comfortable, especially after Joe Kent's old enemy rheumatism laid him low, but at least it was fair enough. Then came WPA and Jim, as the obviously employable member of the household, was assigned to a laboring job. He was glad enough of it, poor fellow, but when he realized how little his $55 a month meant in terms of seven people it wasn't so good. He says that he and Mary and the baby could get by, but that for all of them $55 a month is starvation, as of course it is. And why should he sweat his soul out, he asks, for folks that aren't really his? 'It just ain't fair.' The victim here is Mary. She sees Jim's point, but she's torn between loyalty to him and to 'the folks,' who are nearly crazy at the idea of being turned back to the uncertain mercies of relief. It all boils up in argument and Jim stamps out of the house and Mary cries and Joe Kent curses his helplessness and the two boys escape to the street. Most any day now Jim just won't come back. Because he's unequal to the whole responsibility, he'll throw overboard the responsibility that he is able and willing to carry. Given the way things are and the rule of thumb under which they operate there is no middle ground for him. He has to take all or deny all. If it were possible for us to supplement Jim's wage the family tie would hold and would be an element of strength in the future of all concerned. Now it is being destroyed before our eyes."

SOCIAL workers are increasingly critical of WPA for the rigidity which prevents it from doing as good a job as it could. In its determination not to be relief—and they see a good deal of ostriching in that avowal—it has blocked itself from simple, sensible ways of helping people, ways that are not only financially economical in the short run but socially economical in the long run. "One of the chief purposes of WPA," they say, "was to improve the morale of the unemployed and to foster responsibility and effectiveness. Statistically it is probably accomplishing just that, but behind the averages are people—boys and girls struggling for a foothold in life, men and women doing the best they can against killing odds—who are being battered and broken when WPA, by just a little more imagination and a little less rigidity, could save them for themselves and for the society of which they are a part."

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The Common Welfare

Hope Ahead

IT is not news when a President of the United States suspects that there are duplicating and overlapping agencies in the executive branch of the federal government. Other Presidents before Mr. Roosevelt have suspected the same thing and have tried, if somewhat vainly, to do something about it. It is news however when a President appoints three experts in public administration of the caliber of Louis Brownlow and Charles E. Merriam of Chicago and Luther H. Gulick of New York to cooperate with special committees of the Senate and House in this "task of research."

The emergency has added a multitude of new government agencies to those already in existence. It will be the task of the Congressional committees and of the three expert advisers to study old and new agencies alike and to fit together those parts of both which are necessary to meet "the newly realized needs of the nation" into the permanent organization of government. With Congress on record as approving the undertaking, and such a steering committee, one dares to hope that this time something will be accomplished to the end of government efficiency.

The Real Battleground

THE best qualified people the Social Security Board can find are being assembled for the Washington phases of its program. Their caliber leaves no room to question the Board's intention to develop a first-class "career" staff under the merit system. But that is at the top, and the funds which the Board allots travel a long distance down through many levels of officialdom before, as individual benefits, they reach individual beneficiaries. Whatever the intention at the top, the test of realization of the purpose of the Social Security Act will come in this progress down through state, county and community hands.

The Board in Washington has no control over state and local agencies or their personnel. It can and must satisfy itself that a state provides "methods of administration . . . necessary for the efficient operation of the plan," but on the people who actually do the job, their "selection, tenure of office and compensation," it cannot lay a finger. Except for its good example the Board is powerless to influence the quality of state and local personnel, yet by performance at the level where the benefit meets the beneficiary, this personnel will ultimately determine whether this new "security" means something or is merely a different system of bookkeeping for old-line poor relief.

Some states, happily, recognize the importance of competent personnel; a few already have civil service systems. But in a disconcerting number of instances there is slight understanding among officials of what the job really is, or of the fact that it takes more than good party standing to know how to "give a pension."

The real struggle for administration of the Social Security Act by competent, qualified personnel is not in Washington; it is in every state capital and every county seat up and down the country. It should engage the vigorous efforts of every one concerned with the effective operation of the Act and the well-being of the people whom it is designed to aid. In that struggle *The Survey* bespeaks the participation of its readers, one and all. Ground that is not gained in these initial stages is ground lost for years to come. The place to begin is at home; the time is now.

Up, Please

THOUGH New York City's much publicized elevator strike is officially settled, there are still pickets before many buildings. The strike ended with no gain to the workers except the agreement by the Realty Advisory Board to arbitrate the demand for an increase in the meager monthly wage scale from $70-$90 to $78-$98, depending on the type of building. The building owners also agreed to reemploy all strikers except those charged with violence, whose cases are to be arbitrated. Actually, when the strikers reported for work the Monday after the settlement, many of them found their places still filled by strikebreakers. Walter Gordon Merritt, counsel for the Realty Advisory Board, disagrees with the union's interpretation of the settlement and insists that strikebreakers who were promised permanent jobs must be retained. Former service employes are therefore picketing many buildings, their placards reading, "Locked Out."

The small concessions won by the union are largely due to the pressure of public opinion. The Realty Advisory Board apparently believed that public discomfort and inconvenience—interrupted elevator service, unswept hallways, inadequate heat—would defeat the strike and break the union. Instead, tenants and public often stopped to encourage the pickets. In many instances tenants walked up the stairs rather than ride with strikebreakers, and in some buildings tenants' committees were organized to bring pressure on building owners to accept the union terms, resulting in more than 500 independent settlements. At this writing, the work of the arbitration board appointed by Mayor La Guardia is still in process. Some union spokesmen hold that if the board's award fails to grant the demand for a two-dollar-a-week wage increase, New York's "vertical transportation" will at once be paralyzed by another and more serious strike of service workers.

A Statesman for Health

NEW YORKERS, upstate and down, will agree with their governor that what they have lost the nation has gained in President Roosevelt's appointment of Dr. Thomas Parran, Jr., as Surgeon General of the United States Public Health Service. Governor Lehman made a comment as deserved as it is laudatory when he said that as state health commissioner Dr. Parran had upheld the tradition established by the late Dr. Herman M. Biggs.

The breadth and incisiveness of Dr. Parran's leadership in public health is clear from his address on Health Security before the recent annual meeting of the New York Tuberculosis and Health Association. There he invited

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his "citizen-partners" to consider three main questions. How level up existing services, raising backward communities to the standards of performance which the more progressive already have proved feasible; finish the job of eradicating tuberculosis; wipe out syphilis as some European nations already have done? How redistribute medical, dental and nursing care so that it will reach the half of the population now unable to obtain it for themselves? Such a redistribution, he added, might come through health insurance; through state medicine, making care available as is public education; or—his own inclination—through liberalizing present medical practice and coordinating it with public health and medical services. And finally, how control the everyday circumstances that are basic factors in health—housing, food, work and working conditions, a living wage? "For surely," Dr. Parran declared, "it seems an unscientific use of our effort and an unbusinesslike failure to order our affairs, when we struggle to control and to cure disease that could be prevented at the source."

Such a view has the ring of the statesman as well as the administrator that Dr. Parran has proved himself in twenty years of varied public service for health. New York may well tell the nation how lucky it is.

Security in the Courts

NEW York courts have handed down three recent decisions which will have repercussions far beyond state lines. The state minimum wage law and the unemployment insurance law were declared unconstitutional, while the Court of Appeals (the highest state court) upheld the right of a municipal housing authority to condemn land for slum clearance and low rent housing.

In the housing case, Judge Leonard C. Crouch held that the legislature, by this law, aimed to correct "unsanitary and substandard living conditions which could not be adequately dealt with by private enterprise." The taxing power and police power have long been invoked to cure or check the "menace of the slums in New York City," Judge Crouch pointed out; however, "the slums still stand." The opinion concludes that in giving a city agency the power of eminent domain, the legislature is justified if the use of the power is "for the public benefit—a public use." A project designed to substitute decent housing for slums is held to be such use.

The state unemployment insurance law was declared unconstitutional by Judge Pierce H. Russell of the State Supreme Court at Albany, who held that compulsory contribution by an employer to be paid as an unemployment benefit to the employe of another "constitutes an unwarranted and unreasonable and arbitrary transfer of the property of one to another in violation of the due process clause. . . ." Judge Russell rejected a petition of the Associated Industries of New York State, Inc., for an injunction, declaring that he did not wish to interfere with the operation of the law before it had been passed upon by higher courts. The case has been argued in the New York Court of Appeals, and an early decision is expected.

The state minimum wage law was held unconstitutional by a four to three decision of the Court of Appeals, based on the Adkins case. In a notable dissenting opinion, Judge Irving Lehman held it to be a source of strength to our scheme of government that the courts "have not been willing to perpetuate a construction after they have been convinced of its unsoundness." He argues further that there is a substantial difference between the minimum wage law thrown out by the Adkins decision and the law under review. In the words of Justice Sutherland:

> The feature of this statute which perhaps more than any other puts upon it the stamp of invalidity is that it exacts from the employer an arbitrary payment for a purpose and upon a basis having no causal connection with . . . the work the employe engages to do.

The New York law, as Judge Lehman points out, chose as a standard "the fair and reasonable value of the services rendered."

The case has been appealed to the U.S. Supreme Court. Meanwhile, the law remains in effect only as it applies to minors. The State Industrial Commissioner, however, warns employers that if the U.S. Supreme Court finds the law constitutional, they will be responsible for the difference between the minimum established for their industry and the amount actually paid to their employes.

Unwanted Visitors

IF the Interstate Conference on Transients and Settlement Laws [see page 120] had been held two years ago instead of last month, and if its recommendations had been put into effect as promptly as they deserve, the situation which Los Angeles has precipitated along the California state borders would not exist. For the City of the Angels has taken the law into its own hands and has sent its policemen to patrol state borders to turn back visitors whom it does not welcome—specifically those without money. With doubtful legality certain states have "quarantined" before this against indigents, but for a city to set up barriers against the free passage of citizens from one state to another is to beard the constitution in its den.

Naturally the action of the city and of Chief of Police Davis has been challenged in the courts, but in the first test Judge Stevens of the federal court ruled, according to press reports, that he was without authority to enjoin Chief Davis' activities or to entertain a suit for damages against him since he was acting as an individual. The Civil Liberties Union at once instituted another court action including the city of Los Angeles along with Chief Davis on the ground that city funds were being used in the operations of the patrol.

The transient dependency problem is very real in Southern California, striking terror to the hearts of the taxpayers. While the FERA'S program was operating some 200 to 400 dependent boys and 1000 to 4000 transient men entered Los Angeles County every month. Now FERA is no more but the tide still moves westward.

There are of course many people in Los Angeles and California who are deeply concerned with the welfare of the hapless folk seeking entrance to the Sunny Clime, and fully aware of the implications of Chief Davis' method of stopping them. But they have no solution to the problem itself. They can only say to the states eastward, "It is your failure to provide that drives these people, hopeless and starving, in search of a better chance."

State compacts, such as were envisaged by the conference last month in New Jersey, and, in the interim, prompt action for relief by the federal government, seem the most intelligent approach to an acute problem.

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The Social Front

Labor and Industry

ONLY 127 persons are now doing industrial homework in Connecticut, in contrast to the 5000 or more in February 1934, according to a report on the administration of the new homework law by the State Department of Labor and Factory Inspection. [See *The Survey,* January 1936, page 8.] The new law prohibits homework except under a special permit from the labor commissioner. Permits have been issued only where the homeworker could earn at least 25 cents an hour at the rates set by the manufacturer. The chief difficulty in administering this act is the complaints from manufacturers in two industries that competition from other states, where homework is uncontrolled, resulting in wage rates of only a few cents an hour, is interfering with their business.

South Bend—Another picture of what happens to wage earners and their families as the result of underemployment and unemployment is drawn by a U. S. Women's Bureau study made in South Bend. The data were gathered in the summer of 1932, covering 1468 women and 1399 men, nearly 70 percent of whom were normally employed. With jobs gone or cut to part time, wage cuts, arrears in home payments and insurance, retrenchments in food, clothing, fuel, lighting and medical care, the report shows the undermining of homes and individual morale and points out: "The conditions found in this industrial community are not peculiar to this district. . . . The findings are eloquent testimony to the need of legislation for social security." (U. S. Women's Bureau Bulletin 108. Superintendent of Documents, Washington. Price 5 cents.)

New Units and Practices—Modification of present anti-trust laws and of the duties of the Federal Trade Commission are suggested in the report of a special committee to the Council for Industrial Progress, existing remnant of NRA. The committee recommended that the functions of the Commission be limited to investigation and prosecution, and its judicial functions be transferred to a new and independent commission preferably including not only legally trained experts but also representatives of industry, labor and the consuming public. This body would have jurisdiction over cases instituted either by the FTC or by aggrieved private parties. The committee also reported that it found present anti-trust laws impotent to prevent many "destructive, discriminatory or deceptive competitive practices" and further suggested that the anti-trust laws be amended to make unlawful such practices as the loss-leader, destructive price cutting, selling below cost, and maintenance of unfair labor and working conditions. In accepting the report the Council asked further studies looking to specific recommendations.

Settlement Inquiry—A study of working conditions among settlement neighbors and of any changes in hours, wages, child labor, freedom to organize since NRA and the codes were scrapped, is being undertaken by the National Federation of Settlements. "The purpose is not to prove or disprove that the NRA was good or bad, but to see what effects, if any, some form of governmental control and industrial planning and its removal have had on individual lives." Like the settlement study of unemployment seven years ago, this one will be based on individual case stories collected by settlement workers among their neighbors.

Code Standards—Forty-four industries surveyed in a cross-section study, suggested by President Roosevelt, were found to have maintained substantially the standards set by the NRA codes for labor and fair trade practices. A breakdown in minimum wage standards was found in some industries. The study was finished last November and a copy sent to the White House but it has not yet been released. A summary by Louis Stark was recently published in the *New York Times.* The worst showing, according to this report, was made by the retail trades, in which there was a "very general breakdown of labor and trade practice standards" following the Schechter decision. [See *Survey Graphic,* July 1935, page 333.] It was also found that a larger number of concerns lowered hours than wage standards. Admitting that available child labor data is inaccurate, the report concludes that child labor is on the increase, and is in excess of what current figures show. The best showing as to code hours and minimum wages was found in cotton textiles, iron and steel, can manufacture and wool textiles. At the other extreme are five industries where more than three fourths of the establishments were found to have departed from code standards as to minimum wages and maximum hours: cotton garment, electrical manufacturing, retail trade, ship building and ship repair, wood cased lead pencils. The report is signed by Captain W. P. Roberts, who supervised the study; Ernest Draper, Assistant Secretary of Commerce; Isador Lubin, Commissioner of the Bureau of Labor Statistics; Francis J. Haas, representing labor; H. Ferris White, representing management.

Record and Report — Company Unions: A Study Outline is available through the International Ladies Garment Workers Union (3 West 16 Street, New York. Price 15 cents). It was prepared by the Union's educational department, of which Fannia Cohn is secretary. . . . That the entrance of women into gainful occupations displaces men workers is an "essentially erroneous" idea according to Women Workers and Labor Supply, an analysis of existing data by the National Industrial Conference Board (247 Park Avenue, New York. Price $1).

Relief

TOTAL relief expenditures for 1935, says WPA speaking for FERA, its late lamented forebear, counted up to $1,826,806,008, an increase of $350,239,067 over 1934. The federal share rose from 72.1 to 74.2 percent. States supplied 12.2 and local communities 13.3 percent. Rhode Island drew only 35 percent of its relief funds from federal sources; North Carolina, at the other end of the list, drew 99.7 percent. The average number of relief cases in 1935 was 4,681,828, compared with 4,324,953 in 1934 and 3,566,842 in 1933. The all-time peak was touched in March 1935, with 5,492,921 cases. By November, with WPA in its stride, the number had dropped to 3,446,762.

The Veterans—Newspaper reports to the effect that Harry L. Hopkins has "given pledges" that payment of the bonus in early summer will not affect the status of veterans employed on WPA projects, is denied by Mr. Hopkins who, in a letter to *The Survey* in mid-March said: "The WPA has not yet adopted a definite policy regarding war veterans who receive bonus payments. As soon as one is established I shall let you know."

The veterans' preference case, brought in Philadelphia, which occasioned a flurry in WPA circles in late February, is now before the U. S. Circuit Court of Appeals. No opinion is

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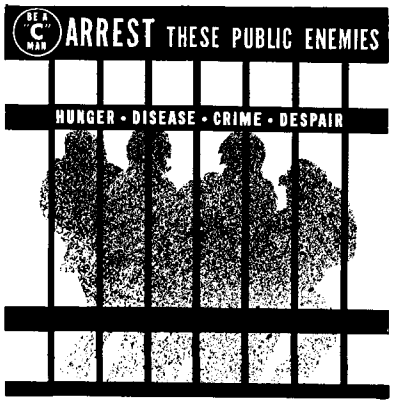
expected before the court rises for its spring recess. In this case, brought by Benjamin Spang, Judge George A. Welch of the Federal Court, Philadelphia District, held that honorably discharged war veterans, their wives and widows, are immediately eligible for all federal work relief projects, regardless of their relief status, and must be given preference thereon. If this principle should be upheld by the higher courts, the basic policy of WPA to give preference to persons on relief would be overthrown so far as veterans are concerned. The attorney who brought the Spang case has filed another suit before Judge Welch which would establish the veterans' right to be the last dismissed from any federal work project.

Woman's Place—The WPA has allotted $500,000 for what it calls the Household Workers Training Program, set up in a number of large cities, through which it hopes to prepare some 7600 girls on relief for private employment. . . . The camp at Bear Mountain, N. Y. for unemployed women, which the New York TERA operated more or less happily for two years, has been taken over by the National Youth Administration, New York region, and rechristened Camp Jane Addams. It will be open to unemployed women factory workers from twenty to twenty-five years of age.

"Unemployables"—The American Public Welfare Association's report of its sampling study of what is happening to unemployables is now available in a pamphlet, What Price Local Poor Relief? by Catherine M. Dunn. (Price 25 cents from the APWA, 850 East 58 Street, Chicago.) It was from Miss Dunn's field studies that material was drawn for the article, Always With Us, by Beulah Amidon in *Survey Graphic,* February 1936, page 107.

Rural Relief—As a further contribution to understanding why people are on relief, WPA's Division of Social Research, Howard B. Myers director, has published Rural Households: Relief and Non-Relief, a monograph by Thomas C. McCormick. It supplements somewhat the monograph, Six Rural Problem Areas, published in midwinter. The present report is based on some 5600 interviews with relief families and some 11,000 interviews with their neighbors, living in forty-seven counties in the agricultural areas of nineteen states. It analyzes the social and economic difference between families who went on relief as early in the depression as 1933 and their neighbor families who had been able to keep off the rolls. Comparisons were made as to size of family, age and sex distribution, education, occupational experience, stability of residence, earnings over the past ten years, and so on. In every trait measured the families on relief appeared on the average to be at a disadvantage, but in certain categories the differences were so slight that "It is not surprising that many who were not on relief in October 1933 have been obliged to go on relief since that time."

The report is factual and leaves it to the economist, the sociologist and the educator to make their own deductions. There are plenty to be made.



Using striking posters for emphasis the Cincinnati Community Chest has enlisted workers for its 1936 Drive as "C Men," to wage war against the four outstanding public enemies—Disease, Hunger, Crime and Despair.

Professional

THE New York Charity Organization Society has invited its members to submit to the analysis of its Bureau of Advice and Information a list of the charitable organizations for contributions to which they claimed deductions on income tax returns. The Bureau supplies to members of the COS confidential reports on all agencies making public appeals for funds. It believes that greater knowledge by contributors, of the service and standards of agencies to which they give, will lead to more discrimination in giving and thus tend to raise the general level of social work.

The Big Meeting—With May 24-30 just around the corner, plans for the National Conference of Social Work at Atlantic City are being made in big figures. More than three hundred individual sessions are scheduled; fifty associate groups will meet; and the local convention hall is ready for them with "simultaneous accommodations" to seat twenty meetings-full, of a hundred to 1800 people each. Eighteen hotels, designated for conference use, [illegible] within easy walking distance; or—a touch of unwonted luxury—rolling chairs along the boardwalk will give express service from place to place. Conference headquarters will be in Convention Hall.

The program of the conference proper is organized through five general sessions, four sections—social case work, social group work, community organization and social action—and seven special committees. Speakers at the general sessions are: Monsignor Robert F. Keegan, president of the Conference, on Democracy at the Crossroads; Mayor F. H. LaGuardia of New York and Edith Abbott of the University of Chicago on Public Welfare and Politics; Prof. Parker T. Moon of Columbia University on International Peace and the Common Good; President Harold W. Dodds of Princeton University on Government and the Common Good, and Solomon Lowenstein of New York on National Security—What Price?

Special committees of the Conference, with their chairmen, planning to present programs are: American Indian, Lawrence E. Lindley; Current Relief Situation, C. C. Stillman; Institutional Treatment and After Care of the Juvenile Delinquent, John Eisenhauer; Public Welfare Personnel, Dr. Ellen M. Potter; Social Aspects of Children's Institutions, H. W. Hopkirk; Social Aspects of Housing, the Rev. Edward R. Moore; Social Treatment of Crime, Jane M. Hoey.

Meetings—This year's orchids for meeting-planning go to the National Federation of Settlements which will hold its 1936 conference at Norris, Kentucky, June 3-7—which is to say, at Norris Dam. Delegates will be housed in workmen's dormitories, and a part of each day devoted to examination of the project and its planned community.

The National Tuberculosis Association offers its members New Orleans for this year's meeting, April 22-25. . . . A conference on the tuberculous transient has been called by the Association in Santa Fe, N. Mex., April 29-30.

The National Conference of Catholic Charities will meet August 2-6 in Seattle, together with the National Council of the Society of St. Vincent de Paul. . . . The American Home Economics Association also meets in Seattle this summer, July 6-10. . . . The westward movement will be swelled by the 1936 Biennial Nursing Convention, June 22-26 in Los Angeles. Its attendance at recent sessions has ranged around four thousand.

Boys' Clubs of America will meet May 18-20 in Philadelphia. . . . The annual meeting of the American Society

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for the Hard of Hearing goes to Boston this year, May 26-30. . . . A South-Wide Leisure Time Conference will be held in Nashville, Tenn. at Scarritt and Peabody Colleges, May 11-15. . . . The National Congress of Parents and Teachers will convene May 11-15 in Milwaukee. . . . The New Jersey Organization for Public Health Nursing will meet April 24 at Asbury Park.

The sixtieth anniversary of the New York Society for Ethical Culture will carry through the spring with appropriate social and educational activities, including the dedication, in May, of a tablet at Fieldston School to the memory of Dr. Felix Adler.

Boys' and Girls' Week, under a special national committee, will be observed April 25-May 2. Walter W. Head is chairman and S. Kendrick Guernsey, secretary. (Information and manual from the Committee, 35 East Wacker Drive, Chicago.) Boys' Week, originated by the New York Rotary Club, was the progenitor of the national movement.

The American Association for Social Security will hold a National Conference April 24, 25 in New York.

Educational — The Conference on Group Work is giving three spring institutes on group work and camping, led by Abel J. Gregg, Joshua Lieberman and Arthur L. Swift. (Information from James Brockway, 122 East 22 Street, New York.) . . . An outgrowth of the Third International Conference on Social Work, which meets in London July 12-17, is a seminar on social work in the Soviet Union, under the direction of Frankwood E. Williams and Harry L. Lurie. The itinerary begins at New York, takes in the London meeting, devotes the remainder of the summer to Russia, and reaches New York again August 28. (Information from Edutravel, 535 Fifth Avenue, New York.)

News Glances—Beginning with the May issue, *Social Work Today* will be published by the National Coordinating Committee of Rank and File Groups in Social Work, instead of by the Association of Workers in Social Agencies of New York. . . . Workers in public relief agencies in Philadelphia, Minneapolis, Milwaukee and Washington, D. C. have been granted charters by the American Federation of Government Employes, an affiliate of the AF of L.

The Economic Issues Behind the Headlines will be the general subject for this year's Summer Institute for Social Progress to be held July 4-18 at Wellesley College, Mass. Dr. Colston E. Warne, of Amherst College, will head the conference, assisted by Max Lerner, of *The Nation,* Ordway Tead of Columbia University and Alfred D. Sheffield of Wellesley College. (Full information from Dorothy P. Hill, director, 420 Jackson Building, Buffalo, N. Y.)

Teachers and Schools

PLEAS for the "utmost freedom of scholarship and investigation in our schools," attacks on loyalty oaths and on "the unfortunate hybrid—emergency education," marked the largest meeting of the Department of Superintendence of the National Education Association since 1929; a meeting which last month took some 10,000 delegates to St. Louis. Educators urged continuing federal aid for all schools, along the lines of a bill drawn by the NEA and introduced in this session of Congress. The bill asks an annual sum, allocated to the states, in order to give every child a minimum "foundation" education. Resolutions adopted by the convention urge: education of youth aged eighteen to twenty-five; freedom of the schools from partisan politics; opposition to propaganda "weeks"; better educational methods for small schools; a broader tax basis for education; adult education as a recognized public school function; and "economic understanding and experiences suitable to children at every age level as an integral part of our curriculum." The 1936 Yearbook, The Social Studies Curriculum, is a practical handbook dealing with principles and practises in its field.

Study and Record—Problems, methods and practical achievements in leisure time programs are included in Recreation and Education, the report of the International Conference on Workers' Spare Time, held in Brussels last summer, and now published by the International Labor Office (World Peace Foundation, 8 West 40 Street, New York. Price $1). . . . Results of a psychological study of test performances by adults are published by The Commonwealth Fund in Adult Intelligence by Theodore Weisenburg, Anna Roe, Katharine E. McBride (41 East 57 Street, New York. Price $1.40). The study covers language intelligence, educational achievement and non-language tests. . . . A reprint of the report on the "human resources" of the nation, prepared by Goodwin Watson of Teachers College, Columbia University, for the American Council on Education and the National Resources Committee is available through the Council, 744 Jackson Place N. W., Washington.

School Finances — Inadequacy of financial support is held to be the factor underlying many public school problems, in a summary prepared by the research division of the NEA for the Information Service of the Federal Council of Churches (105 East 22 Street, New York). Pointing out that funds in many communities have been insufficient to secure trained teachers, comfortable schoolhouses "and other minimum essentials of education," the report defines these "serious weaknesses in our school finance systems": the narrow tax base from which school revenues have been derived; a disproportionately large share of school support borne by local communities; inequitable distribution of state school support. Last year, when forty-seven state legislatures met, a number of new plans for financing schools were inaugurated, according to a digest of recent school legislation prepared by the NEA (1201 Sixteenth Street N. W., Washington). Michigan, Ohio and Alabama were among the states establishing minimum school programs. State aid was redistributed in New Jersey, Oklahoma, Vermont. A number of states, including Washington, Missouri, North Carolina, Texas, increased state support for the schools.

Against Crime

THE century-old penitentiary on Welfare Island, New York, has held its last prisoner. As early as 1846 its outmoded accommodations were scathingly criticized by a committee of the New York Prison Association. In 1898 a bill for the penitentiary's modernization passed the state legislature and in 1907 preliminary plans were drawn for a new building but no appropriation was made. Last year new accommodations for two thousand prisoners at Riker's Island finally were completed, and in February 1936 the old Welfare Island building was abandoned. In its place will rise a five and a half million dollar hospital.

Outmoded—The New York Prison Association, at its annual meeting, recommended a specific mandate prohibiting, after a fixed date, the use of the old stone cell blocks dating from 1825, in Sing Sing Prison. These cell blocks have been denounced by more than one State Commission of Correction and are admittedly damp, insanitary and vermin-breeding. The Prison Association also recommended a special legislative committee to investigate complaints of police brutality in applying the "third degree," and proposed that, as a first step, prisoners should be brought before a magistrate immediately upon arrest.

Constructive—At a recent Southwest Interstate Crime Conference, delegates from five states endorsed interstate compacts to combat lawlessness in that section, as proposed by Governor

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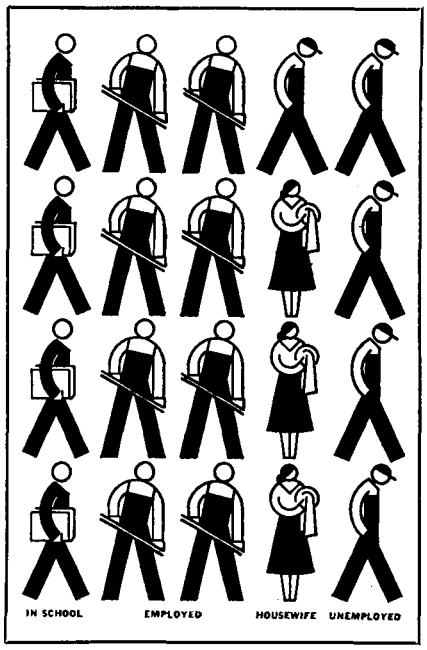
Marland of Oklahoma. Compacts between twelve other states have been arranged, according to J. Edgar Hoover, chief of the Federal Bureau of Investigation. . . . Sanford Bates, director of the U. S. Bureau of Prisons, commenting recently on the too-slow progress of prison reform in the United States, advised study of special island or other remotely located penal colonies, conducted under modern, humane auspices, as a possible answer to this country's growing prison problem.

Unfair—New York's magistrates' courts were endowed for a year or so with mendicancy squads, as a project of the Emergency Relief Bureau. They were discontinued some time ago and now the social worker and doctor assigned to each court to assist the magistrate also have been withdrawn. Magistrate Jonah B. Goldstein attributed to these losses a rise in recent months in street begging and panhandling and a decrease in police activity against mendicancy. He says: "It was unfair to the community to take from the magistrates' courts these social tools. To administer justice in these courts without social service and medical investigations is as impossible as building without building material."

Publications—The report of a detailed New Jersey Jail and Workhouse Survey has been published by the State Department of Institutions and Agencies. (Publication 31, from the Department, Trenton, N. J.) . . . A Survey on Correctional Institutions, Parole and Probation, made by the Osborne Association, Inc., for the Sherrill Commission's Survey of Ohio State Government has been issued. (From the Association, 114 East 30 Street, New York.)

Youth and Jobs

SPECIAL standards to safeguard vocational training in industry (usually called plant training) for which federal funds are used, were recommended to J. W. Studebaker, U. S. Commissioner of Education, by a special committee made up of representatives of labor, employers and state administrators of vocational education. The committee held that the use of federal funds for this purpose is justified only when the program is generally recognized as a part of the public school work of the community; when there is a definitely organized plan of instruction including technical knowledge and industrial information; when the program meets all other requirements of the state plan; and where evidence is on file to show that the work has been adequately supervised. Use of federal funds is not justified, the committee found, where the training is for the purpose of breaking in operatives in newly located industries; where training is confined to manipulative operations; where the training period is far in excess of that usually given by the industry for payroll jobs; where the training is in effect a subsidy for industrial production rather than a benefit for the worker. The report was based on a survey prompted by complaints in regard to labor standards of plant training programs. Commissioner Studebaker accepted all the recommendations, and announced that they are in effect as official policies.



Status of American Youth. (Each symbol represents 1,000,000 youth, 16-24) "To assist communities and youth agencies . . . to develop the best possible programs," the U.S. Office of Education is publishing a series of bulletins based on studies made by its Committee on Youth Problems under a General Education Board grant. The first, of which this chart is the frontispiece, is Youth: How Communities Can Help.

Negro Youth—The facts necessary for an adequate program in the neglected field of vocational guidance and education for Negro youth will be gathered in the course of a national survey under the direction of the U. S. Office of Education. The specific purposes of the survey are to collect information concerning: vocational offerings in schools, colleges, evening and continuation schools and non-school agencies; training of vocational teachers; vocational guidance programs; the students enrolled in vocational courses in various types of schools and colleges; the attitudes of students, teachers and parents toward vocational training of Negroes; the conception of students and educational leaders of the Negro's relation to American economic life. The study will be conducted in about 150 urban and rural areas in thirty-four states. Most of the data will be gathered on inquiry forms through visits and interviews.

The Problem Stated—The first task undertaken by the newly organized American Youth Commission [see *The Survey,* October 1935, page 306], was an attempt to answer the question, What Is the Youth Problem? A preliminary report on the inquiry stresses the need for vocational guidance in secondary schools, as well as colleges, and the need for more adequate training for employment and for citizenship. The report points out that "a serious problem which has grown out of the unemployment situation is that of youth's lack of desire to work. When one has been without a job for many months, even years, the ambition to secure a position gradually subsides. A great deal of social reconstruction will be necessary to combat the waning ambition and energy of youth." Later reports will deal with the programs of social agencies working with youth, and with specific projects which the Commission will undertake on behalf of youth. (American Youth Commission, 744 Jackson Place, Washington, D. C.)

Boys' Eye View—The Burroughs Newsboys Foundation of Boston, in cooperation with the National Youth Administration, is engaged in a study of boys in street trades, not by the usual statistical method but by observation of the boys at work and by informal personal interviews and small group discussions. Fifty young men, assigned by NYA, establish contact with the boys and encourage them to talk freely about their home, school and street experience. Students from the Harvard and the Boston University Schools of Education lead the group discussions and supervise the street work. Recommendations growing out of the study will be, it is anticipated, at the realistic level of the boys' own experience.

Record and Report—Experience of the YMCA in service to unemployed youth, and a review of changing conditions affecting employment are considered in Youth Without Jobs by E. C. Worman, industrial secretary of the national council of the YMCA. [See *The Survey,* December 1935, page 371.] The report deals less with placement than with services "designed to preserve and develop physical fitness and social well-being." (Association Press, 347 Madison Avenue, New York. Price $1.) . . . A study of one hundred clients of the junior consultation service, a joint project of the New York State Em-

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ployment Service and the Vocational Service for Juniors, defines some of the problems of young people in search of jobs and how one agency deals with them. (Problems of Unemployed Juniors, by Roswell Ward. Junior Consultation Service, 124 East 28 Street, New York.) . . . The National Occupational Conference (551 Fifth Avenue, New York), announces an Occupational Index, to be published monthly giving a continuous listing of occupational information in current books, pamphlets and periodicals. The index is annotated and classified. . . . A handbook for guidance teachers and counselors is offered by the Pennsylvania Department of Public Instruction, Harrisburg. The manual, Suggestions for Developing Guidance Practices in Secondary Schools, is based on recent studies.

Housing

THE withdrawal of the well-known Louisville case [see *The Survey*, February 1936, page 50], on the eve of argument before the U. S. Supreme Court gave rise to a cloud of rumors. The reason given by the Department of Justice was that the funds originally allocated for the Louisville development had been used for other projects since the court proceedings were instituted and "that it was not proper to submit to the Court for decision cases which, as a practical matter, had become moot." Coleman Woodbury, director of the National Association of Housing Officials, characterized this statement as ". . . insufficient for the simple reason that the question of using eminent domain will be involved in any future plans for low rent housing."

The sudden withdrawal of the Louisville case was, Mr. Woodbury felt, "bad for housing," but by no means a death blow. The day before the withdrawal, the District of Columbia Alley Dwelling Authority obtained a favorable verdict in the first condemnation suit brought to obtain land for its program, though the constitutionality of the grant of eminent domain to the Authority appears not to have been in question. The decision of the New York Court of Errors and Appeals in the Muller case (see page 111) gives firm footing for future developments in the right of instrumentalities of the state to condemn land for housing.

Local Ownership—The four rural-industrial communities now being constructed by the Resettlement Administration will remain in federal ownership only until they are completed, announces Administrator Tugwell. The communities are located at Berwyn, Md., Cincinnati, Milwaukee and Franklin Township, N. J. Three RA projects, located at Tupelo, Miss., and Houston and Beaumont, Tex., have already been authorized for transfer to local corporations. As to the institutional arrangements Mr. Tugwell says: "There will be a non-profit corporation or other local body for holding and managing the properties. When the community is built and local control set up, the federal government will withdraw except as to insistence on such management as will protect those purposes for which we are constructing it and will guard the federal fiscal stake. . . . The land and buildings will bear their full share of state and local taxation and from those tax revenues the schools and other public services will be supported just as they are elsewhere."

On Record—The Research and Information Branch of the Housing Division, PWA, is publishing periodically a digest of current literature in the field of low cost housing. . . . The New York Charity Organization Society (105 East 22 Street, New York) is offering, free, a graphically illustrated pamphlet, Why Abandoned Buildings Should Be Demolished, the report of an investigation by its Tenement House Committee, Sydney Maslen, secretary. Although the investigation was in New York the situation that the report portrays exists in all large cities. . . . The special committee on housing of the Chamber of Commerce of the United States, Washington, D. C., representing private interests only, has prepared a report, Revival of Residential Construction, for submission at the Chamber's next annual meeting. The committee, after examining federal housing activities, concludes that "they should not be continued."

Health-in-Print

WHEN discussion of venereal disease makes its way into the tabloids it's news for health administrators who long have battled for a hearing. When it is presented interestingly and accurately it's news for everyone. *The New York Daily News* gets a blue ribbon on both these counts for a series of articles on syphilis and gonorrhea published in February. The articles, by Carl Warren, won praise from professional health educators and provoked so much interest and inquiry from the public that they are being followed by a further series on prophylaxis.

Periodicals—Two new magazines have made a recent debut. Under the aegis of the American Hospital Association (18 East Division Street, Chicago) comes a reincarnation of the former *Bulletin*, now *American Hospitals*, a monthly. Another monthly, *The American Journal of Socialized Medicine*, comes from The Medical League for Socialized Medicine (1457 Union St., Brooklyn, N. Y. Price $1 a year).

Pamphlets—The John Hancock Life Insurance Company presents Caring for the Sick in the Home, intended "primarily as an adjunct to the instructive visit of the community nurse." (On request from the Company, Boston, Mass.) . . . The Contribution of the Sciences: Proceedings of the Second Institute on the Exceptional Child, edited by Edward Liss, M.D., is available on request from the Institute's sponsor, The Woods Schools (Langhorne, Pa.) . . . An exceedingly valuable report of a comprehensive study, Medical Care and Costs in California Families in Relation to Economic Status, by Margaret C. Klem, has been issued by the State Relief Administration of California (San Francisco.) . . . Offering perspective, The Population Problem and World Depression, by Louis I. Dublin, is published by the Foreign Policy Association (8 West 40 Street, New York. Price 25 cents.) *The Modern Hospital* for February carries an article in the population field, of interest to institutions and individuals other than those indicated in the title, Population Changes That Will Affect Hospitals, by Warren S. Thompson . . . For new reprints and reports on prevention of blindness, consult the National Society for the Prevention of Blindness (50 West 50 St., New York).

Reference—Directory of Psychiatric Clinics in the United States, up to the minute, may be obtained for 50 cents from The National Committee for Mental Hygiene (50 West 50 Street, New York.) . . . A directory of state, city, and full time county health officers is appended to the committee reports and other useful professional data in the 286 page American Public Health Association Year Book. (Price $1.50 from the Association, 50 West 50 Street, New York.) . . . Detective sleuths will want to track milk prices through the Report of the Federal Trade Commission on the Sale and Distribution of Milk and Milk Products, House Document No. 387, Government Printing Office (Washington, D.C.) . . . Budgeteers in many fields may well rise to cheer again for the annual compilation of the Heller Committee for Research in Social Economics at the University of California (Berkeley, Calif.) offering for 40 cents quantity and cost budgets for the family of an executive, a clerk,

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a wage earner, and dependent families or children. Based on prevailing popular practices rather than any ideal standard, these budgets show that family expenditures for health care are conspicuous for their paucity or absence.

Women in Uniform

NINETY thousand nurses, not including public health nurses, are being tracked by a questionnaire of the American Nursing Association, seeking facts on incomes and other employment conditions. It is hoped that a report can be made at the big biennial convention of the three national nursing groups at Los Angeles, June 22-26.

What Nursing Is—Two new vocational pamphlets are ready, prepared by the Nursing Information Bureau of the ANA cooperating with the National Organization for Public Health Nursing and the National League of Nursing Education: for highschool students, Nursing and How to Prepare for It; for more advanced students, Nursing, A Profession for the College Graduate. Both discuss the many varieties of nursing and nursing education. (From the Nursing Information Bureau, 50 West 50 Street, New York. Each 5 cents per copy or $2 per 100.)

Scholarship—May 15 is the deadline for applications for the scholarship in health education offered to public health nurses by the Massachusetts Institute of Technology for 1936-37. The grant is $500 for tuition from September to June, but does not include living costs. As in previous years, the NOPHN will select the candidate and will supply further information from its headquarters (50 West 50 Street, New York).

For Merit—At its last annual convention the Pennsylvania State Nurses' Association put itself firmly on record as approving the merit system in government employment, and especially health services, and urged that every effort be made to place under civil service nurses supported by tax funds, state or local. Such nurses, the resolution added, should be required to meet standards set for such positions by national organizations.

Family Meals—New York City's Health Department nurses have taken on a new job of teaching housewives on relief not only the nutritional values of foodstuffs but how their food budgets may be turned into healthful and appetizing meals. For some years, directed by Pauline Murrah, nutrition director of the New York Chapter of the American Red Cross on loan to the Health Department, nurses have received supplemental training in nutrition. That in turn has blossomed into nutrition classes for housewives conducted by the Department's nurses in many parts of the city and individual work in the homes. Nurses in charge of the classes are familiar with the food bargains of the week, and after telling what should be bought, step forward to an electric stove on a table and cook it. The Health Commissioner, Dr. John L. Rice, says that the program adds to the nurses' already heavy responsibilities but is worth while.

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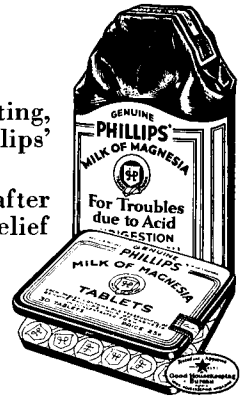

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All you do is take 2 teaspoonfuls half an hour after eating, or 2 Phillips' Milk of Magnesia Tablets. Relief will come quickly.

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ACCEPTED AMERICAN MEDICAL ASSN.

After a thorough investigation of the evidence for and against at the close of the last period of acceptance, the Council on Pharmacy and Chemistry of the American Medical Association has again reaccepted (1935)

MERCUROCHROME, H. W. & D.

Literature on Request

HYNSON, WESTCOTT & DUNNING, INC.

Baltimore, Md.

The Public's Health

MATERNITY caused nearly half as many deaths last year as automobiles, the Maternity Center Association points out, sending out its national call to public and voluntary health agencies for the celebration of Mother's Day on May 10. This year's keynote is—Early and Adequate Care Reduces the Risks of Motherhood: Father Plays a Leading Role. (For suggestions for local campaigns, consult the Association, 1 West 57 Street, New York.)

Beware Diabetes—Re-direction of some of the efforts of public health officials and voluntary agencies is vividly foreshadowed, the *Statistical Bulletin* of the Metropolitan Life Insurance Company finds (Vol. 17, No. 2), in the relative records of tuberculosis and diabetes. Tuberculosis, still far too high, is going down; while diabetes, rising, already exceeds it as a cause of death in one state (Nebraska) and in twelve of the ninety-three cities of 100,000 or more population. In New Haven, Syracuse and Rochester, N. Y., diabetes deaths in 1933-34 exceeded those from tuberculosis by 40 percent or more. It is believed that within ten years diabetes will exceed tuberculosis as a cause of death in the country as a whole. The *Bulletin's* moral: "The organizations which have been built up to combat tuberculosis may well extend their work to the study and control of other chronic diseases." In some places this step already has been taken.

Silver Anniversary—Palo Alto, Calif. has just completed twenty-five years of its full time health department with a showing of protection to life and

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health remarkably bright even when the city's advantages of climate, education and wealth are considered. Last year Palo Alto spent 90 cents per capita for the health department and won a first among cities of its size in the national contest sponsored by the U. S. Chamber of Commerce. Among the city's remarkable records for 1935 are: that no resident lost his life in an automobile accident; that only two babies died, an infant mortality rate of fourteen in a population of 16,200, and that there were only six deaths in all from causes classed as preventable. The city voted overwhelmingly to continue a plan, tried experimentally, whereby general tax funds are used to meet any resident's hospital bill to the extent of $2.50 a day, for a period not exceeding three weeks in a year.

Money for Health—"The moral, if any, lies in the figures themselves," declares the *Bulletin* of the Cleveland Academy of Medicine, listing comparative expenditures for health and dependency in its city in 1924 and 1934. During that period aggregate public and private expenditures for dependency rose 602 percent, not including funds for health or hospitals. On the other hand, tax and Community Fund allotments for health and hospitals rose a mere 6 percent.

Complaints—Annual reports of England's Ministry of Health include as a matter of course the working of the National Health Insurance Act. The recently published report for 1934 finds that among nearly 16 million persons entitled to benefits under the Act there arose during the year only 161 complaints by doctors or patients of unsatisfactory relationships. "The comparatively trifling number," the report comments, "and the still smaller number in which default was held to be established, afford evidence of the satisfactory working of the system."

Noisy New York—"Noise does something definitely harmful to everyone in our city," said Dr. Foster Kennedy speaking in a recent symposium on The Effect of Noise in Health and Disease, held by the New York County Medical Society in cooperation with Mayor La Guardia's Noise Abatement Committee. Dr. Kennedy and other speakers found that noise impairs hearing, promotes fatigue, menaces efficiency and in general affects health adversely. Dr. John L. Rice, health commissioner, reported that much of the city's noise is preventable and that education to make New Yorkers "noise conscious," not compulsion by enforcement of the anti-noise ordinances, was proving the most effective way to prevent. Newspapers and the often noisy radio itself are enlisted in the effort, and it is hoped to persuade radio announcers to preface their remarks with a reminder that the family next door doubtless would appreciate it if his listeners tuned down to a considerate level.

What Is Needed—"Mental health administration in the United States is comparable to that of public health administration of eighty years ago," says Walter L. Treadway, Assistant Surgeon General, U. S. Public Health Service (*Public Health Reports,* Vol. 51, No. 8), bespeaking a place for mental hygiene in the federal health program. Such a program, he believes, should include research directed toward the prevention of mental illness and promotion of positive mental health, and the collection of information and coordination of effort of the various kinds of agencies working nationally and locally in this field. "Further studies and observations are necessary before developing a concerted and uniform policy with reference to birth control, human sterilization, institutional segregation, and community supervision."

Security

TWO days after the President signed the deficiency bill, with an appropriation of $34,910,000 to finance the work of the Social Security Board until June 30, money for the government's share in the social security program began to go out to the states. At this writing (late March), twelve states and the District of Columbia are caring for 75,167 dependent children under the Social Security Act. These children are under sixteen, living with a specified relative, usually the mother. Of the plans already approved, the District of Columbia has the highest average monthly payment—$16 a month for each of the 4733 children. Of the states, Maryland, Idaho and Wisconsin with $15 have the highest averages. [See *The Survey,* November 1935, page 323.] Eleven additional state plans are being worked on or have been submitted to the Board.

Five state plans for crippled children's services have been approved by the Children's Bureau, and checks to support them sent to Alabama, Kentucky, Maine, Michigan, Vermont and Wyoming. In Alabama the administration of the crippled children's services is under the State Department of Education; in Kentucky, Maine, Vermont, Wyoming, under the State Department of Health; and in Michigan under the Crippled Children Commission.

Alabama was the first state to receive approval of its plan for child welfare services. [See *Survey Graphic,* February 1936, page 77.]

Insurance Checks—An initial U. S. Treasury check for $181,949.41 was sent to New York's Commissioner of Insurance and Taxation to cover the cost of administering the state's unemployment insurance law from the date the deficiency bill was signed, February 12, through March. Some three million workers are scheduled to receive benefits under the law. Payments of administrative costs for the same period have also been made to Wisconsin, California and the District of Columbia. The approximate numbers of workers covered by these three compensation plans are: Wisconsin, 400,000; California, 1,075,000; District of Columbia, 75,000.

Old Age Pensions—Following a ten to one popular majority in favor of a permissive constitutional amendment in November, Kentucky has passed an old age pension law. It provides for pensions of $15 a month for persons over sixty-five, to be administered through a special division of old age security in the State Department of Public Welfare. Neither financial nor administrative participation on the part of the counties is required. . . . The Social Security Board has approved twenty state plans for old age pensions, and the first checks covering federal participation have been sent out. Several plans are before the Board, including those of Colorado, Florida, California, Massachusetts, Montana. . . . Last month Minnesota's liberalized and strengthened old age pension law went into effect. It reduces the age of eligibility from seventy to sixty-five and extends coverage to non-citizens who have lived in this country twenty-five years or more. Irregular income up to $100 a year is exempted in figuring the pensioner's income. Net value of an applicant's property has been raised from $3000 to $3500, and practically all the disqualifications of the old law such as imprisonment for a felony, non-support of wife and children and so on, have been eliminated. The maximum pension that may be granted remains $30. . . The Supreme Court of Oklahoma has permanently enjoined the enforcement of the state old age pension law, adopted last year on initiative petition and referendum as a constitutional amendment. The court held that the manner in which the issue was submitted at the special election was invalid.

Kansas Considers—More than one hundred discussion groups in eighty-two Kansas cities and towns located in sixty four of the state's 105 counties recently concluded a detailed consideration of the

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federal social security program under the direction of the Kansas Chamber of Commerce. About one thousand citizens representing practically every vocation and profession participated. The plan followed the established policy of the Kansas Chamber of Commerce of conducting periodic surveys of public opinion on both state and national issues. The material used was largely a condensation of two exhaustive reports prepared by the research department of the Kansas Legislative Council. Reports made by the 104 groups indicate favor for some form of social security legislation, but dissatisfaction with the present program.

Report and Record—The effect of the federal social security program on the public relief load is shown in A Study of Public Relief Cases in Kansas Covered by the Social Security Act, the second of a series of studies of social problems in Kansas and their social and economic costs. Both the material and the form of presentation are of wide general interest (The Kansas Emergency Relief Committee, Topeka.) . . . Administering Social Insurance, by Prof. Herman Feldman of Dartmouth College, published in the *Personnel Journal,* is available in reprint form. . . . The American Public Welfare Association (850 East 58 Street, Chicago) offers a Digest of Social Welfare Legislation, 1935, by Marietta Stevenson and Susan Posanski. Price 35 cents. . . . Unemployment Compensation is the theme of the current issue of *Law and Contemporary Problems,* the quarterly published by the School of Law, Duke University (Durham, N. C. Price 75 cents). It includes discussion of the theory and the provisions of both federal and state legislation, administrative problems, the relation of compensation to relief, and so on. . . . The California State Relief Administration has published a Survey of Agricultural Labor Requirements in California, 1935, which illustrates the type of information needed where there is a "policy of providing qualified workers from the relief rolls when private employment is available."

Among the States

STARTING off with the words of George Santayana, "Those who cannot remember the past are condemned to repeat it," Unemployment Relief in Pennsylvania, the third annual report of the SERB, reviews the whole story of the five-year struggle with its frequent repetitions of experience because someone did not remember. There is, too, a look over the shoulder at public relief before the depression and an analysis of the major mistakes—some of them very naïve in retrospect—which characterized America's approach to unemployment. This section of the report is good sound reading for everyone. The record of 1935 is one of effort to consolidate gains and strengthen administrative procedures in the face of financial uncertainty and changing policies.

Since this report was prepared by and reflects the experience of Robert L. Johnson, the business man (associated with the magazine *Time*) brought in by Governor Earle as executive director of the SERB, the recommendations are significant. They amount to an application of the principles embodied in the AASW platform adopted in Washington in February. [See *The Survey,* March 1936, page 69.] Mr. Johnson urges a long range program including security measures and public works, with direct relief as "the last . . . and unbreakable line of defense." For the immediate situation he urges, among other things, federal grants-in-aid for direct relief on a basis to permit planning for a year ahead; state appropriations to care for all persons eligible for old age, blind and mothers' assistance; adequate relief paid in cash; and a strictly enforced merit system for public relief employes.

Mr. Johnson resigned his SERB post in January and returned to New York. Readers of his report should supplement it with his two articles, A Business Man Looks at Relief: Politics vs. Efficiency, in the *Saturday Evening Post* of March 21 and 28.

As Expected—To no one's surprise the New Jersey ERA, never very deeply convinced on the virtues of cash relief, reverted in March to the grocery order but with certain relaxations from the old regulations which limited food selection to specified items. Clients may now choose whatever they want, except alcoholic beverages. They may if they like use only part of the total order, instead of all of it at once as formerly required, but orders must be presented within a week of the date of issue and must be used up within two weeks. Clients may patronize any of the seven thousand approved stores but an order must be used in its entirety at the store where it is first presented. Grocers are forbidden to let clients have any cash, however little, or to use food orders to reduce outstanding client indebtedness.

County Work—The Kansas ERC reports an increasing number of counties conducting work relief projects of their own for employable persons not called by WPA, with wages paid from county poor relief or road funds. Sedgwick County has twenty-eight such projects employing some 1100 persons. The cost of supervision and materials is met by the local body sponsoring the project—township, school and park authorities for example—and wages are paid by the county. Clients work out 50 percent of their deficiency budgets at a rate per hour comparable with the WPA rate for common labor. The pay warrants average $5.20 per week.

Complaints—The Minnesota ERA had a "complaint load" last year of 10,378, though many of them were duplications, the activities of chronic letter writers. Some 2552 were of such a nature that they were taken up with the counties. About 5 percent were found to be justified. During most of the year the grievances were related to inadequate budgets, the requirement of exhaustion of resources for eligibility and budget deductions for small regular or occasional earnings. With the coming of WPA the ERA became the general depository for complaints against wage levels, job assignments, payroll delays, the whole government assistance program and the economic order. . . . Less than one complaint per thousand relief cases reached the Washington State Department of Public Welfare in 1935 and many of them traveled a long way around before they got there. President Roosevelt got a goodly proportion of the complaints as did also Harry L. Hopkins and Mrs. Roosevelt.

No Gardens—The Pennsylvania SERB has notified its local boards that "with no federal funds available for the Thrift Garden Program . . . there is no possibility of our repeating the efforts of the last two years." The SERB, which last year expended $275,509 on its garden projects, is hopeful that individuals or private agencies will step into the breach with programs.

Intake Plan—The Washington State Department of Public Welfare is experimenting in fourteen counties with a central intake office for all state and local public services. The division between state (social security) and county (relief) services has confused applicants and occasioned much duplicating office work. The central intake plan will, it is believed, mitigate these difficulties.

Job Refusals—The Illinois ERC has ruled that, in case a client refuses WPA employment without apparent justification, relief may be continued for only two weeks while an investigation of his reasons is made. If a shorter period reveals that the client is at fault and if he refuses to reconsider, the case is closed immediately. . . . Peabody, Mass. has an "apron brigade" of men who, failing to support their families on their WPA wage, are sent home to do the housework while their wives are

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assigned to jobs and places of their own on the payroll.

Research and Record — Growing out of a demonstration project "for the development of comprehensive statistics of welfare administration," the Division of Research of the New York State Department of Social Welfare has issued Handbooks for the Collection and Tabulation of Statistical Information (1) from private institutions, (2) about children in foster care by the department, (3) about hospital in-patient service, and (4) from dispensaries and outpatient departments.

A Compilation of Settlement Laws of All States in the United States by Harry M. Hirsch, assistant commissioner, and an analysis of the New York state settlement law, with interpretation including case illustrations, by Haskell C. Jacobs, TERA consultant, are recent publications clarifying a subject too often obscured in legal jargon. (From the New York State Department of Social Welfare and the New York TERA, respectively, both at the State Office Building, Albany.)

Conflict Areas

THE year 1936 sees increasing tension and "labor troubles" in many fields, and, at the same time, the development of new agencies for composing differences between employers and employes.

Labor Board—A summary of its work for January by the National Labor Relations Board showed that the board and its twenty-one regional offices received petitions in 109 new cases involving nearly 20,000 workers. In the same period the Board closed eighty-five cases, the largest number in any month to date. These cases involved more than 26,000 workers. During the month, fourteen strikes were handled, two-thirds of them settled. Nearly 1300 workers were reinstated after strikes or lockouts, and four threatened strikes were averted by the Board's action. [See *Survey Graphic,* April 1936, page 220.] . . . The decision of the Board in the important Atlanta Woolen Mills case ordered the reinstatement with back pay of seven mill workers, against whom the Board found the company had discriminated because of membership in a union, or failure to join a plant organization known as the Good Will Club. The Board also ordered the company to "cease and desist" from requiring job applicants to tell their union affiliation and to abandon practices discouraging membership in the union. The Board dismissed the complaint's allegation that the company has in the past dominated the Good Will Club; and also the complaint of alleged discriminatory discharges of six other workers. In February there were sixty-five new cases, involving about 5300 workers. . . . When the Labor Board refused to accept the position taken by Jones and Laughlin, a Pennsylvania steel company, that it is not engaged in interstate commerce, the company withdrew from the hearing in which it was charged with violating the Wagner Labor Act. Earl F. Reed, counsel for the company, stated that he and his clients were "standing on our legal position" that the Wagner Act is unconstitutional. He added, "The company takes the position that it has the sole right to hire and fire."

Rubber Strike—The strike at the Goodyear Plant in Akron, Ohio, which began as a "sit down" in February [see *The Survey,* March 1936, page 78] and developed into a "regular" strike involving some 14,000 workers was settled under an agreement guaranteeing reemployment for strikers without discrimination, with a thirty-six-hour week in some departments and a maximum forty-hour week in all others. A verbal supplement set up machinery for settling grievances. There is no wage provision in the agreement. At this writing, it has been signed only by the union, not by the company. Professor Donald Anthony, head of the economics department at the University of Akron, comments, "Whether the settlement is a victory for the strikers or not, depends on the ability of the union to put teeth into its enforcement. At present the morale of the men is high and the union has a large membership. This may put meaning into the agreement."

On the Railroads—Some progress is reported at this writing in negotiations between the Railway Executives Association and the management committee on principles to be adopted in protecting railroad employes displaced by unifications or consolidations. Conferences have been in progress since January. Legislative proposals to this end are embodied in the Wheeler-Crosser bill introduced in this session of Congress.

Transients

SPONSORED by the commissions on interstate cooperation of the states of New Jersey, Pennsylvania and New York the interstate conference on transients and settlement laws, held last month at the State House, Trenton, N. J., broke ground for a new approach to vexed and related problems. Some 175 delegates from twenty-one states and a number of federal agencies participated in a two-day program which reviewed the problem of transiency, its extent, treatment and broad social implications, and discussed the possibilities of interstate cooperation in their legal, industrial, social, financial and administrative aspects. The final action of the conference was to name a continuing committee—chairman, Harold C. Ostertag of the New York commission; secretary, Dr. Ellen C. Potter of New Jersey—to follow up and effect action on the resolutions adopted. The resolutions called on the federal government to accept immediate responsibility by means of grants-in-aid for the relief and employment of transients through permanent departments of state and local governments, and urged pressure on federal and state authorities and on Congress to this end. They outlined certain principles for the reorganization of state relief laws as an objective, but as immediate action urged the principle of "reciprocal agreements between groups of two or more states which shall encourage uniformity of practice." The continuing committee was charged with the obligation to study and report on possibilities for agreements and on the problems arising in the negotiations and practices between the states. The March issue of *The Transient,* published by the National Association for Travelers Aid and Transient Service (1270 Sixth Avenue, New York, six issues a year for 50 cents), contains the full text of the resolutions as well as two important papers presented at the conference, one on the legal aspects of interstate cooperation in relation to transiency by Haskell C. Jacobs of New York, the other on administrative and financial aspects by William J. Ellis of New Jersey.

"Send 'em Home"—Sidelights on what happens to transient youths "shipped" home is contained in a study compiled by the Washington State Department of Public Welfare, Olympia, and published (mimeographed) as Monograph No. 8. As an evaluation of its transportation policy the department made a careful follow-up of 156 federal transients, aged twelve to twenty-eight, most of them on their "first trip," for whom transportation had been paid to homes in thirty-six different states. Although 70 percent of the men and boys left home again, only a few returned to the road; the rest left for a definite objective such as school or a job. The least satisfactory adjustments seem to have been made by boys who had taken French leave from institutions.

Citizen Backing—Florida, with the aid and comfort of a state-wide citizens' committee of fifty-two members, James Donn, chairman, is trying to develop a long range plan for its overly generous quota of transients. The committee's

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first report to Governor Sholtz, available from the executive secretary (Henry Redkey, Exchange Building, Jacksonville), reviews briefly the study which led to the conclusion that nothing short of federal grants-in-aid to the states is adequate to treatment of the problem, and presents a series of recommendations for federal legislation and state plans, most of them hinging on an amendment to the Social Security Act to provide a new section, Grants to States for Aid to Transients. A bill (S.4264) proposing such an amendment has been introduced into the U. S. Senate by Senator Trammel of Florida.

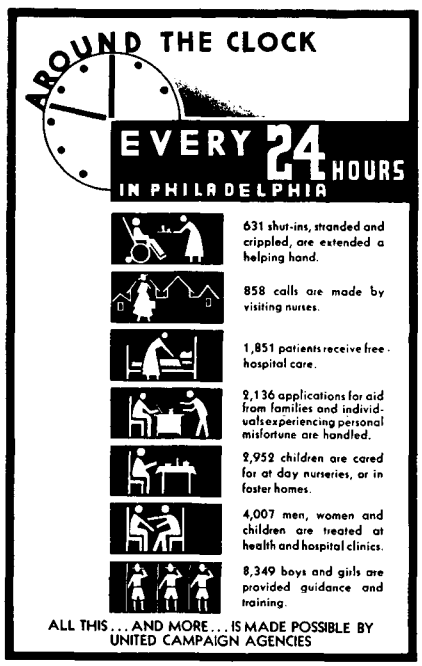
Campus Issues

MARYLAND'S Circuit Court of Appeals last month handed down an opinion confirming the order of the trial court that the University of Maryland admit a Negro student to the Law School. The student, Donald Gaines Murray, has been in the Law School since September, under the court order enabling him to enroll pending the appeal. The suit was the first one filed in the campaign of the National Association for the Advancement of Colored People to secure equal educational facilities in separate school systems. The court held that the state was obligated to furnish equal facilities to white and Negro students, and since no law school is provided for the training of Negroes, they would have to be admitted to the Law School of the University.

In the Highschools—A similar suit was filed last month in the same state by Margaret Williams, a 14-year-old Negro girl, seeking admission to the Catonsville highschool. Her father joined with her in the suit as a taxpayer. The girl's application for admission was refused by the Maryland State Board of Education. In Baltimore County, where the school is located, there are eleven highschools for white students, none for Negroes, though the county has a Negro population of 1453 between the ages of fourteen and twenty. The practice has been for the county to pay the tuition of Negro students in the Negro highschool in Baltimore, allowing them 20 cents a day for carfare. No provision is made for lunches, and the carfare allowance is inadequate for students living at a distance. White children are admitted to the highschool on their elementary school certificates. Negro children are required to take examinations set and graded by officials of the white schools. Less than half the children who take these examinations succeed in passing.

Drill—At the largest faculty meeting in several years, University of Texas authorities by a 154 to 31 vote rejected the plan for an engineering unit of the ROTC. Aggressive student opposition to military training had been expressed through religious organizations, political clubs and other student groups, and in the campus paper.

At Ohio University (not to be confused with Ohio State University) the board of trustees in a closed meeting voted approval of a ROTC unit. Students and alumni were not permitted to express their opinions for or against.


AROUND THE CLOCK
EVERY 24 HOURS
IN PHILADELPHIA
631 shut-ins, stranded and crippled, are extended a helping hand.
858 calls are made by visiting nurses.
1,851 patients receive free hospital care.
2,136 applications for aid from families and individuals experiencing personal misfortune are handled.
2,952 children are cared for at day nurseries, or in foster homes.
4,007 men, women and children are treated at health and hospital clinics.
8,349 boys and girls are provided guidance and training.
ALL THIS... AND MORE... IS MADE POSSIBLE BY UNITED CAMPAIGN AGENCIES

The United Campaign for Health and Humanity is the slogan for Philadelphia's drive to raise $4,488,000 for the support in 1936 of 141 agencies, members of the Community Fund and of the Federation of Jewish Charities

People and Things

THE Social Security Board is steadily reaching out over the country for social workers for its permanent staff. Walton Hamilton, on leave from Yale University Law School and Ewan Clague, from the Pennsylvania School of Social Work have been chosen director and assistant director, respectively, of the Bureau of Research and Statistics. Helen Jeter, from the American Public Welfare Association, will work with them. Newcomers to the division of federal grants to states for the aged, the blind, and dependent children, of which Jane M. Hoey is director, are: Elizabeth McCord of Philadelphia, Ernest Witte of Nebraska, Katherine Lowrie of Detroit, Helen Bary of California and Amy Tapping, recently with the FERA in Arkansas and Tennessee. Albert H. Aronson directs personnel.

Appointed—E. R. Cass, general secretary of the Prison Association of New York has been appointed by Governor Lehman to membership on the State Commission of Correction, an official body with important powers relating to public institutions "housing sane adults charged with or convicted of crime, as well as witnesses and debtors." . . . The American Municipal Association has installed Earl D. Mallery as its full time representative at Washington, making it possible for "five thousand cities to carry problems involving cooperation with the federal government directly to the nation's capital." . . . Pardee Lowe from Stanford University, Calif., who wrote Chinatown's Last Stand [see *Survey Graphic,* February 1936, page 86], has been appointed to the New York office of the International Secretariat, Institute of Pacific Relations.

Governor Earle of Pennsylvania, who appointed Dr. J. Evans Scheehle as Commissioner of Welfare, recently transferred him to the Forests and Waters Department, because ". . . the Welfare Department is at a crisis." The governor then appointed John D. Pennington, superintendent of the Huntingdon, Pa. reformatory as Welfare Commissioner, in his determination, he said, "to find the best man in the country to fill the post." Dr. Scheehle later resigned from the post to which he had been transferred.

Leaders—The Russell Sage Foundation has elected to its board of trustees Harry Woodburn Chase, Chancellor of New York University. . . . After twelve years of distinguished leadership as president of the American Social Hygiene Association, Dr. Edward L. Keyes has resigned but will continue as chairman of the Association's general advisory committee. Ray Lyman Wilbur, president of Stanford University, is the new president. . . . A new department of public health has been established in the University of North Carolina, in cooperation with the State Board of Health, with Dr. Milton J. Rosenau, formerly of Harvard Medical School, as director.

Boston Doings—Boston's first Community Federation campaign topped its $3,700,000 goal by a good $26,000. At the dinner celebrating the successful conclusion of the eighteen-day drive Otto Bradley, director of the Federation, drafted last summer from Minneapolis, was declared a "legal son of Father Boston," with adoption papers and everything.

The Provident Association has a new president, William DeFord Beal, who succeeds Russell G. Fessenden resigned after twenty-five years of service. . . . Robert Treat Paine Storer is the new president of the YMCA, succeeding the

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late T. Grafton Abbott. . . . Eleanor Jarvis Calver, medical social worker at Roosevelt and other New York hospitals has joined the social service staff of the Boston Dispensary. . . . Frederick C. Monroe, for three years associated with the Metropolitan Chapter of the American Red Cross, has been appointed executive director, a post in which he has been acting since Dr. Arthur B. Emmons resigned last spring.

The Bethesda Society, founded 120 years ago, has dropped its old name and has taken as its corporate title Orchard Home School, the name of the institution it has conducted for the past seventeen years. . . . The Greater Boston Federation of Neighborhood Houses also has a new name, United Settlements of Greater Boston.

Deaths

THE sudden death, in mid-March, of Edgar Sydenstricker, director of research of the Milbank Memorial Fund, New York, brought sorrow to a wide circle of friends and with sorrow a sense of serious loss for the profession he so ably served. Nowhere outside of his immediate personal and professional circle will he be more missed than in the office of *The Survey* where his warm generous personal qualities, the clarity of his mind and the soundness of his judgments made him an invaluable counselor in the field of public health and medical economics. Articles from him were always welcomed by *Survey* editors and equally by *Survey* readers.

Mr. Sydenstricker's early training and experience were in the statistical field. He was appointed the first public health statistician in the USPHS and in 1923 went to the League of Nations to initiate the statistical work of its international health organization. Since 1928 he has been associated with the Milbank Fund, and identified with the public health studies of President Hoover's Committee on Recent Social Trends and the study of economic risks arising from ill health, made for the Committee on Economic Security.

CAROLENA M. WOOD, who, with Jane Addams and Dr. Alice Hamilton, was among the first to enter Germany after the War, for relief work among German children, died last month.

SARAH LANDMAN DREYFUS, at one time field secretary for the National Council of Jewish Women and active with the American Red Cross during the war, died recently.

ANNA T. DUDLEY, founder and first vice-president of the Chicago Visiting Nurse Association and active for many years as chairman of the Day Nursery Section, Chicago Council of Social Agencies, died recently in France.

Readers Write

"I Do Solemnly Swear . . . "

TO THE EDITOR: Are you interested in Teachers' Oaths? I had to take one recently. Most of my friends are riled at having to swear allegiance to the Constitution (in principle I am also irritated), but this year one does not rebel. I tried to feel happy in the knowledge that legislatures thought teachers might be of some importance.

Asked to appear at the executive's office at a certain hour, I was on time. The executive was for the moment engaged, but his secretary explained that very soon I might sign the Oath of Allegiance. In the meantime, she suggested, I might like to read over what I was soon to sign. This seeming logical, I accepted the paper and began absorbing the weighty words of the legislature. To my surprise, I discovered that I was to swear to uphold both the Constitution of the United States and that of the State. A serious soul, I had, the day previous, actually reread the Constitution of the United States, but, not being fully warned, had not delved into the mysteries of the one for the State. Therefore I asked the secretary to let me have her copy for a hasty reading. She had none. Asked how I could be expected to swear allegiance to something I knew nothing about, she replied that it was just a form! She admitted her embarrassment, but said that no one before had ever thought of asking for the State Constitution. She intends to secure a copy for the office.

All of which simply shows that, although the swearing of allegiance to constitutions is not sinful, it is nothing more than another empty form. Why the teachers should have been selected as potentially a dangerous and subversive influence is beyond my comprehension. If I had expectations of revolution, I should look toward the underpaid workers, and not toward the educators. The Red Flag is not likely to be lifted by the opponents of the split infinitive.

KEN CAMPBELL

An Invitation

TO THE EDITOR: Please allow me to call the attention of your readers to the observances planned for the seventieth birthday anniversary of Dr. Henry R. Linville.

All who are familiar with public school questions will recognize in Dr. Linville an outstanding champion of teachers' rights and better educational conditions during the past three decades. Through the Teachers' Union of New York which he organized and led for so many years, and latterly through the Teachers' Guild, he has been a responsible leader in nearly every determined fight against evil conditions under which teachers have worked and education has gone.

In 1921 Dr. Linville resigned as head of the biology department of the Jamaica High School to give his entire time to this cause, thus relinquishing his right to a pension. One part of the present celebration is an effort by his many friends to provide through voluntary contribution a pension fund for Dr. Linville's declining years. It is but a small tribute to great unselfishness. All are invited to share in this remembrance. Dr. John Lovejoy Elliott, Room 1709, 104 Fifth Avenue, will receive contributions.

WILLIAM H. KILPATRICK

Teachers College
Columbia University

In Our Midst

TO THE EDITOR: Frau Dr. Erna von Abendroth, a leader among German women in the field of public health and founder of the training school for nurses in Dresden is lecturing in the United States under the auspices of the Carl Schurz Memorial Foundation, a traditionally liberal organization. Upon the recommendation of members of the Chicago Chapter of the American Association of Social Workers, she was invited by the president and the executive committee to speak at an open meeting on March 6, for which notices were sent out. The day before the meeting members of the chapter received cards signed by the president stating, without explanation, that the lecture had been cancelled, but that the meeting would be held anyway.

Inquiry developed the following circumstances:

1. The chapter president had been bombarded by protests, some in abusive language, some threatening, some anonymous, demanding that Dr. von Abendroth be not heard.

2. The executive committee was not consulted before the engagement was cancelled.

3. Those who admittedly had protested assumed that Dr. von Abendroth's expectation of return to Germany was sufficient evidence of her partisanship. There is no proof on that point.

4. There was, at the meeting itself,

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active and courageous criticism of these attitudes and procedures.

5. Those responsible for the cancellation have not resigned on the issue and Dr. von Abendroth has not been reinvited.

It is certainly to grieve when trusted leaders of the social work profession succumb without apparent resistance to methods of pressure which are essentially identical to those of the DAR or the American Legion.

Since when are social workers so stupid or lacking in self-control and objectivity that they cannot be permitted to listen to a Nazi or a Communist or a Liberty Leaguer or a gang politician? Even if the speaker be a propagandist why not enjoy a courteous heckling of him—or even conceivably open his eyes to how we feel? Any member who couldn't "take it" should be free to stay away.

To the writer it seems that the tactics of the protestants are not only contrary to American, liberal, and social work traditions but have tended regrettably to produce or confirm anti-Semitic, anti-American, and anti-social-worker prejudices in various quarters.

THOMAS D. ELIOT
Northwestern University

TO THE EDITOR: The statement entitled In Our Midst, which you have so courteously submitted to me for comment is based on fact.

The lecture had been planned for an open meeting of the chapter to which nurses and medical social workers had been invited. Some of the protests received, many of them anonymously, were patently the result of organized effort. Many, however, were from members whose feelings and judgment I respect.

After consulting seven members of the executive committee, I assumed responsibility for cancelling, very reluctantly, the lecture of Dr. Erna von Abendroth the day before it was scheduled to occur.

My decision to cancel the lecture was based upon two points, and but two; first, to prevent a guest speaker and the Carl Schurz Foundation, under whose auspices she was to have spoken, from being subjected to the rudeness and indignities which had been threatened; second, to avoid causing any affront to those members of the chapter who had insisted that the reception of Dr. von Abendroth by social workers constituted approval of the National Socialist Party of Germany and all its policies and objectives.

Protests, many of them, have been received since the meeting; some deplore "an intolerant attitude" and some, from people refusing to identify themselves, apparently resent having been prevented from making the meeting into a Roman holiday.

And all of this happened when the city of Chicago and the state of Illinois were confronted with the most serious social work and social workers' crises of our history.

JAMES T. NICHOLSON
Chairman, Chicago Chapter
American Association of Social Workers

Sociology Made Graphic

TO THE EDITOR: As a teacher of sociology I am always on the lookout for vital material which will arouse interest and challenge the thinking of my young people. When pupils demand "What do I *get* out of this," instead of "What can I give"; when education is secularized to the point where the "job" of teaching just "goes round and round," resultant citizenship cannot be of a high order. I am convinced you can't just teach sociology—you must live it. Youth must venture beyond the confines of complacent and self-centered living. There must be voluntary acceptance of social, moral and spiritual obligations. A new birth of mental and spiritual freedom will vitalize whatever is worthwhile in a traditional inheritance, yet enable young people to meet honestly and fearlessly the complex issues of this new day. At the outset they may be able to do only small things, in an awkward and self-conscious manner; as teachers we must show them how to do great things in a simple and unassuming manner. I am not seeking uniformity, yet stressing interdependence. I am using interreligious and interracial material. In this category are your publications. Of all my material they are in greatest demand. They are good working tools for apprentice social surveyors. "Miss Bailey," for instance, is a splendid example of high living at lowly levels. Such articles make a survey course really graphic.

RICHARD L. MITCHELL
Von Steuben High School
Chicago, Ill.

Values: Human vs. Property

TO THE EDITOR: For several years it has been customary for propagandists to dogmatize certain invidious distinctions between so-called "human rights" and 'property rights." But it is surprising to find responsible social workers supporting such fallacious contrasts.

I refer to a statement in *The Survey,* for February, page 39, in which Beatrice G. Rosahn endorses the statement of Abraham Goldfeld: "It would be a shorter and easier process to instill business sense into someone who by habit places human values above property values than to create social vision in one whose whole life has been devoted to securing cash profits."

I am concerned here only with the wholly unscientific and, as earlier suggested, invidious distinctions between so-called "human" and "property" values or rights.

Of course property has or can have no values or rights *per se.* It is human rights and human values, which include so-called property rights, which give values to property and even to money or "cash profits."

"You take my life when you do take the means whereby I live," says Shylock. Human values include, of course, many kinds—values of health, religion, progeny, liberty, security. And, no less obviously, under varying conditions of custom and understanding different "weights" are assigned to one or the other of these classes of values—as the lives of martyrs, reformers, aesthetes, robbers, philanthropists, patriots witness. From pursuit of these values arise claims for rights.

It would, of course, be entirely logical to insist that the human rights of certain dependent children to specified kinds and degrees of protection and education shall be realized at the expense of the human rights of certain prospering persons to certain measures of their incomes or stored wealth. That, of course, has been for ages the actual social process underlying not only public taxation but tithes, philanthropy, and many other forms of mutual aid.

Elsewhere, in the same issue of *The Survey,* Frank C. Bancroft speaks of the "indescribable and unabated chaos" he found in a certain field of social work—which he found a "confused realm of activity." Perhaps such conditions of chaos and confusion are as yet inevitable in this great area of infant public works. But surely they are not helped by the prevalence among sympathetic humanitarians of the kinds of wishful thinking which have provoked the above comments. DAVID SNEDDEN
Professor Emeritus
Teachers College, Columbia University

Storm Echo

TO THE EDITOR: The article, Storm Over Minneapolis [see *The Survey,* February 1936, page 44], caused much comment here. It was reprinted in full in *The Minneapolis Journal,* the only instance I recall of a magazine article so reprinted by our local papers. Several of the workers in the Department of Public Relief commented on the helpfulness of the article in giving them perspective on the situation and as showing without prejudice what it was all about. ANNE FENLASON
University of Minnesota, Minneapolis

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Book Reviews

American Foundations

WEALTH AND CULTURE, by Eduard C. Lindeman. Harcourt, Brace. 133 pp. Price $3 postpaid of *The Survey*.

IN my judgment, Mr. Lindeman's book is interesting as an exposition of his social philosophy in relation to wealth, its accumulation and redistribution, rather than as a study of foundations. In the light of this philosophy, the author expresses, usually in the form of factual statements, judgments and opinions regarding foundations, some of which are reasonably accurate, some not, and few of which appear to be supported by strong evidence adduced from the author's prolonged study. I should be happy to believe, for example, that, "Very few important cultural projects are consummated in this country without having experienced either the direct or indirect impact of foundation philosophy and influence." But I fear that that is over-statement.

Mr. Lindeman devotes much space to an attempt to classify foundation disbursements within ten fields of activity, of which he lists education, health, and social welfare as the most important. This classification is admittedly inaccurate, a fact for which he seems to blame foundation bookkeeping. Unfortunately, no definite line of demarcation between these fields is possible. Is a foundation grant of $100,000 to a medical school in England a contribution to education, to health, to social welfare, to international relations, or to all four? Can bookkeeping answer this question? And of what importance is the answer in an estimate of the value of foundations?

Chapter V, Who Decides Where the Money Is to Go?, deserves a word of comment. Are we to understand that it is reprehensible for a foundation trustee to be educated, intelligent, experienced, and successful? To be a graduate of Harvard? To be a Baptist or a Methodist? To be 56.7 years old? Would an uneducated youth of 23.2 years make a better trustee? Or are these merely irrelevant facts unearthed and therefore presented?

Finally, it is pertinent to ask what Chapter VI, How Do Individuals Distribute Their Surplus Wealth?, has to do with foundations? As an independent essay it is delightful; but why not devote it to the effect of foundation effort on rural life in America or to a careful analysis of the relative values of the redistribution of wealth through government and foundation channels, starting with the proposition, "Surplus wealth, accumulated through foundations, flows ultimately into the consumption channel. It is redistributed, just as are governmental expenditures, in the form of income to other persons."

By all means read this book. It will please you if it coincides with your point of view. As a logical documented argument—well, read it. BARRY C. SMITH
The Commonwealth Fund
New York

Are Politics So Funny?

THE POLITICIAN—His Habits, Outcries and Protective Coloring, by J. H. Wallis. Stokes. 333 pp. Price $3 postpaid of *The Survey*.

OUR soddenly ignorant indifference as to our own politics usually has two aspects: one of sugary historical sentimentality, the other of sourly wisecracking cynicism. This book, in form a parody of Machiavelli's Prince, is of the latter sort. With ironic industry and a half humorous shallowness that sees no basic causes anywhere, the author searches out loose heaps of evidence on how our politicians must act to win at the polls.

The politician is of the great average, living or faking his own life, painfully careful to be nothing superior to the mass. He works by fostering our human folly, weakness and dumb ignorant greed. The whole apparatus of contacts, greetings, nicknames, slogans, menaces, enemies, plots, patriotisms and pieties, is nothing but political bunk to win votes. The successful politician, it seems, is the one in whom this disintegration of character to mass stimulations is most complete. Your statesman is a rabble of the average man's follies, walking in one pair of pants and chewing a single cheap cigar.

Purpose and bias obviously selected the author's material. The evidence is merely illustrative of his views. These views are entertaining, however superficial, even though sometimes mistaken as to fact, as in the failure to spot a famous Lincoln quotation. A good laugh is worth a lot and we do more to better advantage if we do not take ourselves too seriously. Cromwell knew that and so did Lincoln. This book is good medicine for all the dry rot of flag salutes, constitution worship, and embalmed history.

But those reading should remember that our country is nevertheless both powerful and well-loved, that our public affairs are matters of life and death not only for ourselves but also for those who are to come after us. If this book were all there is to the American politician it would not in the least matter what becomes of the United States. But it does. There are six interesting appendices, and the best index I have seen in years and years.

WALTER LINCOLN WHITTLESEY
Princeton University

What We Buy

BEHIND THE SHOW WINDOW, by Jeanette Eaton. Harcourt, Brace. 313 pp. Price $2.50 postpaid of *The Survey*.

WRITTEN primarily for "young consumers" of twelve and over, this book brings an array of facts and photographs which may well interest and enlighten consumers not so young. Miss Eaton considers food, clothing, electric power and automobiles, going behind the familiar finished product to show the maze of materials, techniques and stages that go into the making and marketing. She points out the considerations that should be in the mind of the buyer who would be wise and the host of other complexities that in many cases make it impossible for any buyer to be wise without the aid of qualified technicians, made available through the enforcement of standards by manufacturers and merchandisers or by government. The book does not play up frauds perpetrated on consumers to the extent of some of the earlier volumes in this field, but gives unpretentiously a balanced picture of both light and shade in the current American scene. It shows the benefits which in many instances have accrued through competitive business, in making available to ordinary moderns the goods and services which once were not the perquisites even of kings. At the same time it shows the gaps or downright chicanery that keep consumers at other points from getting in terms of price or quality what the business system can provide, with benefit to its customers and in the long run probably also to itself. MARY ROSS

Science and Religion

THE ART OF MINISTERING TO THE SICK, by Richard C. Cabot, M.D. and Russell L. Dicks, B.D. Macmillan. 384 pp. Price $3 postpaid of *The Survey*.

THIS book is the joint work of a distinguished physician and a devoted clergyman. In its pages, science and religion join hands for the service of suffering humanity. Would that every scientist skeptical and scornful of religion, and every minister fearful of science, might be numbered among its readers, and thus be shown how religion and science, once foes, may now be friends.

Underlying the book is a fundamental philosophy or faith, as firmly accepted by the physician as by his clerical colleague. This is the belief in God as the source of the universe and of all its phenomena of life. Man is at bottom

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spirit, and therefore in his ailments quite as much a spiritual as a physical problem. This means that to every patient there must be not only a medical approach, as to an organism, but also a religious approach, as to a personality. What this means in terms of actual practice for the clergyman, who must have his place side by side with the physician at every bedside, is here described as an art which has its own technique. The details of this technique, as manifest in prayer, meditation, and personal communion, are set down with precision, and with an authority made valid by long and successful experience. The materialist may well pause in wonder before what these two men have seen and done.

The book is at bottom a scientific treatise, dealing systematically with problems of principle and method. But its whole tone and character are those of the wisdom literature of the ages. How to discipline our own lives, how to be compassionate with the lives of others, how to suffer nobly and to die bravely—it's all here, and we should not miss it. Immense is our debt to the wise and tender ministers of healing who, in the hurried intervals of busy lives, have penned these pages.

JOHN HAYNES HOLMES
The Community Church
New York

BOOKS FOR THE SOCIAL WORKER

In days of troubled labor relations—

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Who They Are

DIRECTORY OF MEMBERS OF THE AMERICAN ASSOCIATION OF SOCIAL WORKERS, 1936, edited by Jessica H. Barr. Published by the Association. 241 pp. Price $5 postpaid of *The Survey.*

AS a first attempt at a biographical directory of a young profession the AASW offers this listing of its 9500 members with information about their activities and qualifications. Members of the Association are professionally engaged in every state in the United States, and in Alaska, Canal Zone, Hawaii, Philippine Islands, Puerto Rico, Australia, Canada, China, Czechoslovakia, England, France, Japan, Mexico and Palestine. At home, New York state tops the list with 2744 resident social workers; Idaho tags along with an irreducible minimum of one. Some 1215 members of the Association hold advanced academic degrees, 150 of them being doctors of philosophy. In addition to pursuing advanced study in American universities, various members have studied also at universities in England, France, Italy, Austria, Russia, Germany, Hungary and Switzerland. Some 180 are authors of published volumes of recognized standing.

In addition to the list of AASW members, the new directory offers information on the purposes and standards of membership of the AASW and a list of thirty-eight accredited schools of social work in colleges and universities, in the United States and Canada, where graduate social work training may be secured. The volume as a whole is impressive testimony to the manner in which a calling, by its own insistence on standards and on education, has elevated itself in little more than twenty years to the status of a profession. On the practical side the directory unquestionably will have great usefulness to public and private social work agencies and administrators. GERTRUDE SPRINGER

Phalanxes of Facts

THE POLITICAL CLUBS OF NEW YORK CITY, by Roy V. Peel. Putnam. 360 pp. Price $3 postpaid of *The Survey.*

THE author, a professor in New York University, has gathered, with great industry, through personal investigations by himself and his students, examination of a great variety of literature and newspapers and other fugitive material, and inquiries in many directions, a multitude of facts regarding the political clubs of New York, and has neatly arranged them in this volume. The book smells not so much of the lamp as of the pigeonhole. It gives 324 pages to the history of political clubs and the organization of political parties in the city of New York, with innumerable details, insignificant as well as useful, concerning the organization of the clubs, the quarters in which they are conducted, their membership, methods, objectives and activities, with a description of nationality and other special types of clubs. Only four and a half pages comment on the significance of those facts. Suggesting further inquiry, the author says: " . . . at any rate, it is clear that there is a vast, complicated, variegated pattern of socio-economic-traditional-pathological-political associations lying at the base of metropolitan government." He offers no solution of the problem, beyond the suggestion, presented without argument or discussion, that "the communal or territorial base of politics should be integrated, ordered and erected into an explicit, tangible, limited unit of political organization" by consolidating "all existing governmental, social, and economic territorial units into one more or less permanent comprehensive unit." This simple and easy measure he would supplement by "a functional reorganization whereby those forces that transcend physical boundaries and join scattered interest —and attitude—groups would be consolidated across the territorial units and implemented into the structure of gov-

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ernment"—whatever that may mean. This volume furnishes valuable material toward the study of the political clubs of New York, their significance and what is to be done about them; but the study is barely begun.

LAURENCE ARNOLD TANZER

New York

The English System

INSURANCE OR DOLE?, by E. Wight Bakke. Institute of Human Relations, Yale University Press. 280 pp. Price $2.50 postpaid of *The Survey*.

BEFORE writing Insurance or Dole? Mr. Bakke went to England and lived among working people. That, to me, is why any American who wishes to understand British unemployment insurance should turn to this book. The author never loses sight of the individual in the maze of regulations. The complexities of the system are treated one by one, in their application to the unemployed man and his family, and questions that are so constantly asked in this country, now that the Social Security Act is before the states, are answered in ways which will be clear to laymen.

Mr. Bakke's experience with working people while he was in England has given him an understanding that no mere study of the system could yield and has enabled him to give his readers glimpses into the minds of the people who became his friends. He describes the actual working of the Unemployment Insurance Act from its beginning to the present setup of the Unemployment Assistance Board, and at the same time analyzes the philosophy back of its inception, growth and change. He says, "The most outstanding development has been the growing recognition that the state is obligated in a special way to care for the individual."

In summing up, Mr. Bakke says that the English System "becomes the record of a nation faced with industrial and human facts attempting to meet an obligation, based not upon theories but upon the inexorable pressure of necessities born of those facts. The result is a system which has conserved for years the industrial and social fiber of men who in the normal course of their industrial history would have been subject to the fear of loss of security and the demoralization following upon the realization of that loss." But the next question before Great Britain is, to his mind, the measure beyond insurance, and that has not yet been answered.

HELEN HALL

Henry Street Settlement
New York

The Freudian Way

FOR STUTTERERS, by Smiley Blanton, M.D. and Margaret Gray Blanton. Appleton-Century. 191 pp. Price $2 postpaid of *The Survey*.

THE Blantons have written an interesting book addressed to stutterers which, however, will be found useful only for those who are endeavoring to aid them. The discussion on medical psychology and psychoanalysis is a total loss to the young stutterer with a lack of reading facility and the general contents are not particularly helpful to emotional stutterers with sufficient intelligence to appreciate their own problems. The fundamental concept that stuttering is a deep-seated psychological disturbance is sound, but that it can be solved only according to principles of Freudian analysis is unsound and contrary to the experience of those who have had the largest contact with this type of behavior. The volume says nothing that is primarily new, nor is the focus of attention unusual. Hence its sphere of usefulness is limited. While it may be of service to some physicians and teachers, it is scarcely a volume for the victims of speech limitations.

New York IRA WILE, M.D.

Via Profit Sharing

A WAY TO SOCIAL PEACE, by Henry Wickham Steed. Columbia University Press. 148 pp. Price $1.50 postpaid of *The Survey*.

ON the whole, this is a very disappointing book. It is characterized by some very keen insights but by some equally important oversights. After the interesting biographical introduction revealing the author's first-hand observations over some forty years, of all shades of political and economic theory and practice, it seems rather anti-climactic for him to offer as his main contribution

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the extension of employe partnership and profit-sharing plans under the capitalist system. One thoroughly agrees with his aversion to dictatorship, either fascist or communist, and with his hope that a more democratic way may be found toward social peace. It is almost unbelievable, however, that he should give in this book no indication of awareness of the impressive achievements of the consumers' cooperative movement in his own country and in other European countries—a movement which certainly contains, in a striking way, the very principles for which he argues. Instead, he selects a few—highly interesting, to be sure—experiments in employe partnership under the capitalist regime and seems to point to them as the way out. There is no space here to discuss the inherent weaknesses and the many failures of such plans and their inadequacy, in any case, to solve the total economic problem.

I, myself, am convinced that even under public ownership of certain industries or under consumer ownership through the cooperative movement, something along the line of employe partnership, giving a voice in management and a share in economy savings to all employes, will be much in order. The proposed Plumb plan for public ownership of the railroads in the United States was along these lines. It is important that those who look forward to a better economic system should realize that there will always remain an employer-employe relationship under any system. Some such devices as those described will, in my opinion, be desirable and necessary in order to secure the utmost efficiency where employer-employe relationships obtain. The examples cited by Mr. Steed may well be studied by leaders in the consumers' cooperative movement and by public ownership advocates, as well as by those capitalists who are willing to go down the road, which Mr. Steed describes, of a certain "relinquishing of sovereignty rights" in order to promote social peace.

JAMES MYERS
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THIS title suggests, in these days of suffering, a picture of Time's arrow piercing the bleeding heart of society. But the quiet subtitle, A Philosophy of Progress, is corrective; and the introduction promises an ethical doctrine and its application to the practical problems that vex us today. These problems, discussed by the author, range from the basic conflict of individualism and collectivism to the distribution of wealth and income, production and prices, unemployment, standards of living, ownership and control, corporations and labor unions, and so on. P. C.

YOUR CHILD IN HEALTH AND IN SICKNESS, by Hugh L. Dwyer, M.D. Knopf. 333 pp. Price $2.75 postpaid of *The Survey*.

A COMPREHENSIVE and clearly written guidebook for parents by the associate professor of pediatrics, University of Kansas.

MEDICAL NOTES ON THE SEX LIFE OF THE UNMARRIED ADULT, by Robert L. Dickinson, M.D. Vanguard. 28 pp. Price 35 cents of the publisher.

REPRINTED from a recent symposium volume (The Sex Life of the Unmarried Adult, edited by Ira S. Wile, M.D.) this pamphlet by a physician presents material drawn from his experience as a private practitioner, a research worker in the field of sex, and secretary of the National Committee on Maternal Health.

CONVALESCENT CARE IN GREAT BRITAIN, by Elizabeth Greene Gardiner. Social Service Monographs, No. 34. University of Chicago Press. 163 pp. Price $1.50 postpaid of *The Survey*.

GREAT BRITAIN far surpasses the United States, Professor Gardiner finds, both in the extent and distribution of facilities for convalescent care. The present volume, outgrowth of a year's study in England under an exchange arrangement with the University of Liverpool, describes the history and present status of the British development in this field and brings data on standards, costs, legal provisions and the like, of particular interest in view of increasing American discussion.

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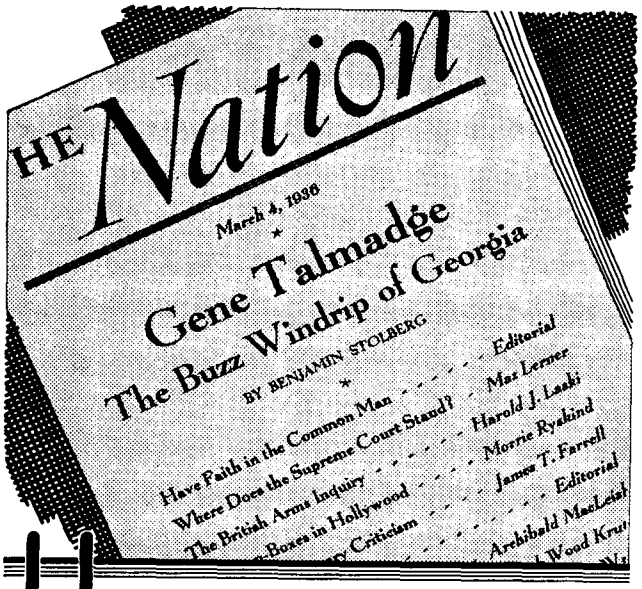
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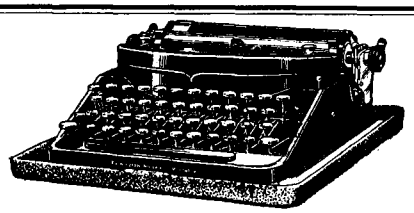

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